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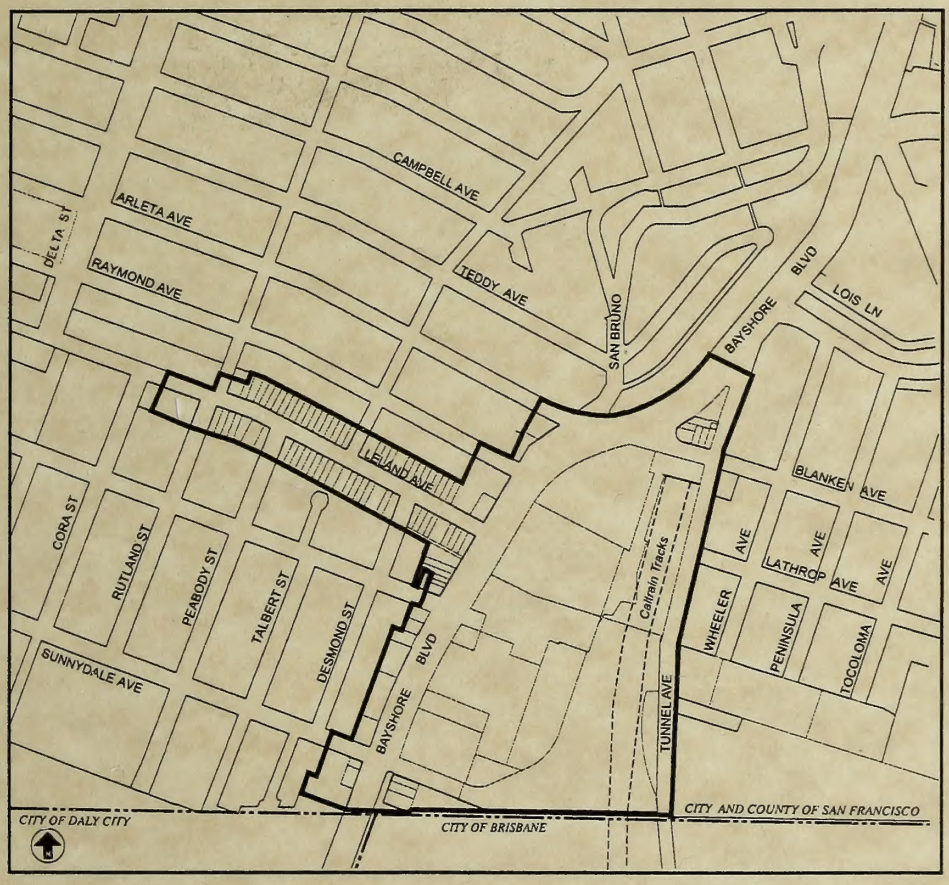

DRAFT ENVIRONMENTAL IMPACT REPORT

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1. INTRODUCTION

1.1 EIR PURPOSE

The San Francisco Redevelopment Agency ("Redevelopment Agency") and City and County of San Francisco Planning Department ("Planning Department") are considering adoption and implementation of a redevelopment program for an approximately 46-acre redevelopment project area in San Francisco's Visitacion Valley neighborhood. The proposed redevelopment program includes four elements: (1) a *Visitacion Valley Redevelopment Plan* (the "Redevelopment Plan"); (2) a community-derived *Visitacion Valley/Schlage Lock Design for Development* document (the "Design for Development"); (3) associated San Francisco General Plan amendments; and (4) related San Francisco Planning Code changes.

The proposed redevelopment program is intended to overcome adverse physical and economic conditions, foster revitalization and increased private economic investment, facilitate housing development opportunities near transit, and improve neighborhood-serving commercial development in the proposed redevelopment project area. The proposed redevelopment project area includes the vacant Schlage Lock property and adjacent underutilized industrial properties on the east side of Bayshore Boulevard, properties fronting on the west side of Bayshore Boulevard opposite the Schlage Lock property, and properties along the adjacent Leland Avenue commercial corridor.

This environmental impact report ("EIR") has been prepared by the Redevelopment Agency and Planning Department as co-Lead Agencies,[1] pursuant to all relevant sections of the California Environmental Quality Act ("CEQA") and California Community Redevelopment Law. The EIR is intended to serve as a public disclosure document that informs the San Francisco Board of Supervisors ("Board of Supervisors"), Redevelopment Agency, Planning Commission, other Responsible Agencies,[2] Trustee Agencies,[3] affected taxing entities,[4] and the general public of

[1]CEQA Guidelines define the "Lead Agency" as the public agency that has the principal responsibility for carrying out or approving a project. The Redevelopment Agency and Planning Department would each be responsible for carrying out components of the proposed redevelopment program, including making various specific future implementation decisions.

[2]Under CEQA Guidelines, the term "Responsible Agency" includes all public agencies, other than the Lead Agency, which have discretionary approval power over aspects of the project for which the Lead Agency has prepared an EIR.

[3]Under CEQA Guidelines, the term "Trustee Agency" means a state agency having jurisdiction by law over natural resources affected by the project that are held in trust by the people of California, such as the State Department of Fish and Game.

[4]Pursuant to Health and Safety Code section 33333.3, this DEIR will be distributed to each affected taxing entity. "Affected taxing entities" are defined in Health and Safety Code section 33353.2 as those governmental taxing agencies that levy a property tax on all or any portion of the proposed Redevelopment Plan project area.

the proposed redevelopment program and the potential environmental consequences of its approval.

1.2 EIR DEFINITIONS

Certain key terminology used in this EIR is listed and defined below and in Table 1.1.

1.2.1 Visitacion Valley Redevelopment Program Terms

(a) Project. The term "Visitacion Valley redevelopment program" and the CEQA term "Project" are used interchangeably in this EIR, and are defined to mean the proposed overall redevelopment program, including the proposed Redevelopment Plan, Design for Development, General Plan amendments, Planning Code changes, other redevelopment actions, and all associated approvals, entitlements, and permits that may be required to implement the redevelopment program.

(b) Project Area. The term "Project Area" as used in this EIR is defined to mean the approximately 46-acre area within which the overall "Project" under CEQA would occur, which is the Visitacion Valley Survey Area boundary designated by the Board of Supervisors on June 7, 2005, and the proposed redevelopment project area to be established through Redevelopment Agency and Board of Supervisors adoption of the Redevelopment Plan.

(c) Redevelopment Plan. The term "Redevelopment Plan" as used in this EIR is defined to mean the proposed *Visitacion Valley Redevelopment Plan* which, pursuant to California Community Redevelopment Law, is intended to designate the Project Area as a redevelopment project area, and establish an associated redevelopment policy framework, state-authorized financial mechanisms, and land use and development regulations necessary to implement proposed economic and physical revitalization activities within the redevelopment project area.

(d) Redevelopment Zone 1 and 2. The largest consolidated portion of the Project Area consists of approximately 20 acres located east of Bayshore Boulevard encompassing the vacant Schlage Lock property, former Southern Pacific property, and other underutilized industrial properties. This primary opportunity area is referred to in the proposed Redevelopment Plan, Design for Development and this EIR as "Redevelopment Zone 1" (Zone 1). The remaining portion of the Project Area, located primarily on the west side of Bayshore Boulevard and comprised of commercial, light industrial, residential, and mixed use (commercial-residential) parcels fronting on the west side of Bayshore Boulevard and both sides of Leland Avenue, is referred to in the Redevelopment Plan, Design for Development and this EIR as "Redevelopment Zone 2" (Zone 2).

1.2.2 CEQA Terms

As stipulated by the state's *Guidelines for the California Environmental Quality Act* ("CEQA Guidelines"), this EIR identifies those adverse project environmental impacts that are expected to be "significant," and corresponding mitigation measures warranted to eliminate or reduce those impacts to less-than-significant levels. Where it is determined in this EIR that a particular impact cannot be mitigated to a less-than-significant level, the EIR identifies that impact as "unavoidable." Section 16.2 of this EIR (Unavoidable Significant Adverse Impacts) includes a summary list of all significant project impacts identified as "unavoidable." Identified significant

Table 1.1

DEFINITIONS OF KEY EIR TERMINOLOGY

VISITACION VALLEY REDEVELOPMENT PROGRAM TERMS:

Project (Redevelopment Program)	The CEQA term "Project" and the term "redevelopment program" are used interchangeably in this EIR, and are defined to mean the proposed overall redevelopment program, including the proposed Redevelopment Plan as well as the proposed Design for Development document, General Plan amendments, Planning Code changes, other redevelopment actions, and all associated approvals, entitlements, and permits that may be required to implement the redevelopment program.
Project Area	The term "Project Area" as used in this EIR is defined to mean both the approximately 46-acre area within which the overall "Project" under CEQA would occur, and the associated redevelopment project area to be established within the same boundary through Redevelopment Agency and Board of Supervisors adoption of the Redevelopment Plan. The Project Area boundary (see Figure 3.2) coincides with the Visitacion Valley Survey Area boundary designated by the Board of Supervisors on June 7, 2005 (Resolution 425-05).
Redevelopment Plan	The term "Redevelopment Plan" as used in this EIR is defined to mean the proposed Visitacion Valley Redevelopment Plan which, pursuant to State Community Redevelopment Law, is intended to designate the current Visitacion Valley Survey Area as a redevelopment project area, and establish an associated redevelopment policy framework and state-authorized financial mechanisms to implement economic revitalization activities within the redevelopment project area.
Design for Development	The term "Design for Development" as used in this EIR is defined to mean the January 2008 draft *Visitacion Valley/Schlage Lock Design for Development* document, containing proposed specific development controls and design guidelines which are intended to build upon the 2002 *Visitacion Valley Schlage Lock Concept Plan* and, in combination with underlying San Francisco Planning Code requirements, regulate development within the Project Area.
Redevelopment Zone 1 or "Zone 1"	The term "Redevelopment Zone 1" or "Zone 1" as used in this EIR is defined to mean the approximately 20-acre subarea of the Project Area located on the east side of Bayshore Boulevard (see Figure 3.4), designated as "Redevelopment Zone 1" or "Zone 1" in the Design for Development, and containing the vacant Schlage Lock facility grounds and adjacent previous Southern Pacific Railroad property. Zone 1 is the anticipated primary development subarea within the Project Area, and was formerly referred to as "the Concept Plan subarea" in the January 2007 NOP for this EIR and in the January 2008 *Preliminary Report*, before the 2002 *Visitacion Valley Schlage Lock Strategic Concept Plan* was incorporated into the 2008 Design for Development.
Redevelopment Zone 2 or "Zone 2"	The term "Redevelopment Zone 2" or "Zone 2" as used in this EIR is defined to mean the approximately 26-acre portion of the Project Area primarily on the west side of Bayshore Boulevard (see Figure 3.4), designated as "Redevelopment Zone 2" or "Zone 2" in the Design for

(continued)

Table 1.1 (continued)

DEFINITIONS OF KEY EIR TERMINOLOGY (continued)	
	Development, and containing the properties fronting on Bayshore Boulevard opposite the former Schlage Lock property and properties fronting on both sides of Leland Avenue extending generally to and partially beyond Rutland Street.
CEQA TERMS:	
Significant Effect on the Environment	*"Significant effect on the environment" means a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project, including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. "An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant.* (CEQA Guidelines, section 15382.)
Cumulative Impacts	"Cumulative impacts" are defined as *"two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts."* (CEQA Guidelines, section 15355.)
Unavoidable Significant Impact	"Unavoidable significant impacts" are defined as significant environmental impacts which cannot be avoided if the proposed project is implemented. "Unavoidable significant impacts" include those which can be mitigated but not reduced to a level of insignificance-- i.e., for which either no mitigation or only partial mitigation is feasible. (CEQA Guidelines, section 15126(b).) When the lead agency approves a project which will result in the occurrence of significant effect which is identified in the final EIR but is not avoided or substantially lessened, the lead agency shall state in writing the specific reasons to support its action based on the final EIR and/or other information in the record--i.e., a "statement of overriding considerations." The statement of overriding considerations shall be supported by substantial evidence in the record. (CEQA Guidelines, section 15093(b).)
Significance Criteria	CEQA requires that an EIR identify the significant environmental effects of the project (CEQA Guidelines section 15126), but does not provide thresholds for significance. Instead, CEQA Guidelines section 15064(b) states that "the determination...calls for careful judgment on the part of the public agency involved..." and that "an ironclad definition of significant effect is not possible because the significance of an activity may vary with the setting." The criteria formulated for use in this EIR to determine whether an impact is or is not *"significant"* are described for each environmental impact category based on: (a) CEQA-stipulated "mandatory findings of significance"--i.e., where any of the specific conditions occur which the Legislature and the Secretary of Resources have determined constitute a potentially significant effect on the environment, which are listed in CEQA Guidelines section 15065; (b) specific criteria that a Resources Agency has determined are "normally"

(continued)

Table 1.1 (continued)

DEFINITIONS OF KEY EIR TERMINOLOGY (continued)	
	considered to constitute a "significant effect on the environment;" (c) the relationship of the project effect to any applicable plan, policy or regulation adopted by the lead agency or responsible agencies for the purpose of avoiding or mitigating an environmental effect; and/or (d) commonly accepted practice and the professional judgment of the EIR authors and lead agency staff.
Mitigation Measures	For each significant impact, the EIR must identify a specific "mitigation" measure or set of measures capable of *"(a) avoiding the impact altogether by not taking a certain action or parts of an action; (b) minimizing impacts by limiting the degree or magnitude of the action and its implementation; (c) rectifying the impact by repairing, rehabilitating, or restoring the impacted environment; (d) reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action; or (e) compensating for the impact by replacing or providing substitute resources or environments."* (CEQA Guidelines, section 15370.)

SOURCE: Wagstaff and Associates, 2008.

impacts that are not listed in section 16.2 as "unavoidable" are capable of being reduced to a less-than-significant level by implementing the associated mitigation measure or measures identified in this EIR.

1.3 PROJECT BACKGROUND

1.3.1 Schlage Lock Closure and Home Depot Proposal

In 1999, the Ingersoll-Rand Company, the parent of the Schlage Lock Company, decided to close its longstanding Schlage Lock manufacturing operation on the east side of Bayshore Boulevard in Visitacion Valley. Ingersoll-Rand subsequently began discussions with the Home Depot Company, which in turn submitted an application to develop a 108,000 square foot regional outlet store on the vacant Schlage Lock property. The Home Depot application was subject to substantial opposition by local residents and business owners, who cited associated traffic impact and other concerns, as well as the question of the proposed "big box" use compatibility with the transit proximity advantages of the Schlage Lock property.

In February 2001, the Board of Supervisors imposed interim zoning controls on the Schlage Lock property which had the effect of changing the property's existing "M-1" Light Industrial District zoning to "NC" Neighborhood Commercial District and limiting the property's maximum use size (floor area) to 50,000 square feet. Interim zoning controls in San Francisco by definition expire within a specified period of time. The February 2001 Schlage Lock property

interim zoning controls expired in March 2003, but in its February 2001 interim zoning resolution, the Board of Supervisors also expressed its broader desire that the City complete a process to identify and implement appropriate new permanent controls for the Schlage Lock property.[1]

Since early 2000, the Board of Supervisors and Planning Department have been conducting a major community-based planning effort to re-examine land use controls and consider other means of revitalizing the City's eastern neighborhoods. Residents, business and property owners, and other stakeholders in five eastern neighborhood districts where housing and industry co-mingle--Mission, South of Market, Showplace Square-Potrero-Central Waterfront, South Bayshore, and Visitacion Valley--have been taking part in Planning Department-conducted community workshops to determine the future character of their neighborhoods. This broad neighborhood planning process is described in detail in a separate report issued by the Planning Department in February 2002 entitled *Profiles in Community Planning Areas: San Francisco's Eastern Neighborhoods.*

1.3.2 Visitacion Valley Schlage Lock Strategic Concept Plan

In 2002, within the context of its eastern neighborhoods planning effort, the Board of Supervisors directed the Planning Department to engage in a community-based planning process to formulate a vision for the future re-use of the vacant Schlage Lock property and other adjacent underutilized industrial lands on the east side of Bayshore Boulevard, including parcels owned by Universal Paragon Corporation and the Union Pacific Railroad. On some of these properties, identified concentrations of soil and groundwater contamination from previous industrial activities are currently undergoing remediation.

In the Spring of 2002, after an intensive series of community workshops, the Planning Department released the *Visitacion Valley Schlage Lock Strategic Concept Plan* (the "Concept Plan").[2] The Concept Plan called for the redevelopment of an approximately 20-acre Concept Plan area on the east side of Bayshore Boulevard, including the Schlage Lock property, with a mix of residential, neighborhood-serving commercial, mixed use commercial/residential, public open space uses, and a supermarket, organized around a new, pedestrian-friendly internal circulation system connecting the subarea to the adjacent Visitacion Valley street grid. The Concept Plan assumed that development phasing would be governed by soil and groundwater contaminant patterns and remediation status. The Concept Plan also called for improvements to frontages on the opposite, west side of Bayshore Boulevard, and revitalization of the adjacent Leland Avenue corridor generally between Bayshore Boulevard and Rutland Avenue.

In order to advance the Concept Plan and other Visitacion Valley revitalization goals, the Board of Supervisors, on June 7, 2005, passed Resolutions 424-05 and 425-05, both sponsored by

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[1]EDAW, San Francisco Planning Department, et al., *Visitacion Valley Schlage Lock Strategic Concept Plan and Workshop Summary*, July 2002; page 5.

[2]EDAW, *Visitacion Valley/Schlage Lock Community Planning Workshop--Strategic Concept Plan and Workshop Summary*, prepared for the San Francisco Planning Department, July 2002.

Supervisor Sophie Maxwell, designating the Visitacion Valley "Survey Area,"[1] which included the Concept Plan area plus properties fronting on the opposite side of Bayshore Boulevard and properties along the adjacent Leland Avenue commercial corridor (see Figure 3.2 herein), and endorsing the Concept Plan. Resolution 424-05 urged the San Francisco Redevelopment Agency to carry out the studies and other actions required under California Community Redevelopment Law to determine the appropriateness of adopting a Redevelopment Plan which would establish the Survey Area as a redevelopment project area. The Redevelopment Agency is now in the process of drafting the necessary plans, financial assessments, legal documents, reports to the Agency, implementation program and this EIR in order to enact the Redevelopment Plan.

1.3.3 Leland/Bayshore Commercial District Revitalization Recommendations

The Leland Avenue and Bayshore Boulevard commercial corridors have been a focus of local community-driven revitalization activity. In 2004, the Mayor's Office of Workforce and Economic Development, in cooperation with local organizations and interest groups including Urban Solutions, the Bay Area Local Initiatives Support Corporation and Asian Neighborhood Design, and various neighborhood-based groups, conducted a series of four community workshops to discuss and "establish an identify and vision for the commercial district."[2] The workshops were held in the summer and fall of 2004, were attended by approximately 30 to 50 people, including local merchants, residents, community advocates and City officials,[3] and resulted in documentation[4] of a series of specific recommendations for enhancing the Leland Avenue and Bayshore Boulevard business corridor and promoting corridor business. The recommendations included using City funding for a storefront and graffiti abatement program; carrying out a façade improvement program to improve the appearance of businesses with new paint, signage and awnings; and completing streetscape improvements such as tree planting and pedestrian-scale lighting.

The workshop participants also suggested ways to improve pedestrian safety through use of bulb-outs and textured crosswalks, especially at the intersection of Leland Avenue and Bayshore Boulevard. Workshop participants also recommended that business constituents work closely with the Planning Department to ensure that Leland Avenue is well-connected to any future development in the Schlage Lock site subarea (Zone 1). Other workshop recommendations included the creation of a merchants' association, completion of a parking demand study, and a possible rerouting of bus lines so that they run on rather than parallel to Leland Avenue.

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[1]Under state law, before a redevelopment effort can be initiated within an area, the Board of Supervisors must adopt a resolution designating the area as a "Survey Area." This action provides a legal framework by which the Redevelopment Agency can determine and document the nature of the economic and physical problems in the area, work with the community to develop a plan aimed at eliminating these problems, and determine whether adoption of a redevelopment plan should be one of the methods of addressing such problems.

[2]Urban Solutions, Local Initiatives Support Corporation, Asian Neighborhood Design, *Leland/Bayshore Commercial Revitalization*, 2005.

[3]Ibid.

[4]Ibid.

1.3.4 Leland Avenue Street Design Project

Following three more community workshops conducted between October 2005 and February 2006, the Planning Department and local community formulated a *Leland Avenue Street Design Project*, including a detailed streetscape improvement design for the Leland Avenue commercial district portion of the Project Area, which stretches approximately four blocks from Bayshore Boulevard to Cora Street and is the neighborhood "main street" of Visitacion Valley.

1.3.5 Visitacion Valley/Schlage Lock Design for Development

Between August 2006 and August 2007, an additional series of community workshops was conducted for the Schlage site to finalize the vision for the property and to establish permanent controls for its redevelopment. Based on this community workshop input, the Planning Department in January 2008 released a draft set of development controls and design guidelines for the Project Area, entitled *Draft Visitacion Valley/Schlage Lock Design for Development* ("Design for Development"). The Design for Development is intended to be a companion document to the proposed Redevelopment Plan. The Design for Development builds upon the 2002 Concept Plan and 2006 Leland Avenue Street Design project, and contains specific development controls and design guidelines which, in combination with underlying Planning Code requirements, are intended to regulate development within the Project Area.

1.4 ENVIRONMENTAL DOCUMENTATION APPROACH

1.4.1 Authorized EIR Types for Redevelopment Programs

Public Resources Code section 21090 (Redevelopment Plan Deemed a Single Project), subsection (a), states that *"An environmental impact report for a redevelopment plan may be a master environmental impact report, program environmental impact report, or a project environmental impact report. Any environmental impact report for a redevelopment plan shall specify the type of environmental impact report that is prepared for the redevelopment plan."* These three possible redevelopment plan EIR types are further described below:

(a) Master EIR Option. As indicated above, Public Resources Code section 21090 states that one of the three possible redevelopment plan EIR types is a "master EIR." CEQA Guidelines section 15175 (Master EIR) explains that a "master environmental impact report" is a type of first-tier environmental document that may be prepared for general plans, specific plans, projects consisting of smaller individual projects to be implemented in phases, regulations to be implemented by subsequent projects, state highway or transit projects subject to multiple reviews or approvals, regional transportation plans, congestion management plans, and federal military base reuse plans. The "master EIR" procedure is intended to be an alternative to preparing a program EIR or project EIR for certain projects, forming the basis for later decision making.

(b) Program EIR Option. As indicated above, Public Resources section 21090 states that the second of three possible redevelopment plan EIR types is a "program EIR." CEQA Guidelines section 15168 (Program EIR) explains that a "program EIR" is a type of first-tier environmental document prepared for an agency program or series of actions that can be characterized as one large project. Program EIRs are typically prepared for agency plans, policies or regulatory programs, and generally analyze broad environmental effects of the program with the acknowledgement that site-specific environmental review may be required for particular aspects

of the program when those aspects are proposed for implementation. CEQA Guidelines section 15168, subsection (a), states that a state or local agency should prepare a program EIR, rather than a project EIR, when the agency proposes a program or series of related actions that are linked geographically, are logical parts of a chain of contemplated events, rules, regulations, or plans that govern the conduct of a continuing program, or are individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects that can be mitigated in similar ways.

(c) Project EIR Option. As indicated above, Public Resources Code section 21090 states that the third of three possible redevelopment plan EIR types is a "project EIR." CEQA Guidelines section 15161 (Project EIR) explains that the "project EIR" is the most common type of EIR, examining in detail the site-specific and cumulative environmental impacts of a specific development project.

1.4.2 Program EIR for the Proposed Redevelopment Plan

To meet CEQA requirements, this EIR has been prepared as a program EIR for the proposed Redevelopment Plan and associated actions under authority of section 21090 of the Public Resources Code and sections 15168 (Program EIR) and 15180 (Redevelopment Plans) of the CEQA Guidelines. As explained above, CEQA Guidelines section 15168 stipulates that a program EIR may be prepared on a series of actions that can be characterized as one large project and are related either: (1) geographically; (2) as logical parts in the chain of contemplated actions; (3) in connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or (4) as individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways. The proposed Visitacion Valley redevelopment program, and the series of actions required for its implementation, are characterized by all four of these relationships.

CEQA Guidelines section 15180 (Redevelopment Projects), which specifically addresses the environmental documentation requirements for redevelopment plans and future redevelopment actions undertaken pursuant to any redevelopment plan, includes the following three subsections, pursuant to Public Resources section 21090:

(a) An EIR for a redevelopment plan may be a Master EIR, a program EIR, or a project EIR. An EIR for a redevelopment plan must specify whether it is a Master EIR, a program EIR, or a project EIR.

(b) If the EIR for a redevelopment plan is a project EIR, all public and private activities or undertakings pursuant to or in furtherance of the redevelopment plan shall constitute a single project, which shall be deemed approved at the time of adoption of the redevelopment plan by the legislative body. The EIR in connection with the redevelopment plan shall be submitted in accordance with Section 33352 of the Health and Safety Code.

If a project EIR has been certified for the redevelopment plan, no subsequent EIRs are required for individual components of the redevelopment plan unless a subsequent EIR or a supplement to an EIR would be required by Section 15162 or 15163.

(c) If the EIR for a redevelopment plan is a Master EIR, subsequent projects which the lead agency determines as being within the scope of the Master EIR will be subject to the review

required by Section 15177. If the EIR for a redevelopment plan is a program EIR, subsequent activities in the program will be subject to the review required by Section 15168.

Pursuant to the CEQA guidelines cited above, this EIR has been prepared as a program EIR for the proposed redevelopment program. As a program EIR, this EIR addresses the aggregate, area-wide, cumulative impacts of the entire "series of related actions" (all of the various redevelopment activities) anticipated with adoption of the proposed Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes (CEQA Guidelines section 15168). The entire series of related redevelopment program actions is treated as a single "project." The EIR describes the anticipated "future growth scenario" that could foreseeably occur in the Project Area, and the associated area-wide environmental impacts, if all of the proposed individual redevelopment program actions are adopted and implemented.

1.4.3 Project EIR for Zone 1

The Redevelopment Plan and Design for Development describe a specific development program for Zone 1, including a specific land use and circulation layout and associated specific development controls and design guidelines. This EIR is therefore also intended to serve as a project EIR for Zone 1, examining in detail the site-specific and cumulative impacts of the proposed Redevelopment Plan, Design for Development, and associated General Plan and Planning Code provisions for that portion of the Project Area. The degree of specificity included in the EIR for these more site-specific actions corresponds to the degree of specificity found in the Redevelopment Plan and Design for Development.

1.4.4 Additional CEQA Requirements for Certain Subsequent Actions in Zone 2

As set forth under CEQA, the scope of this EIR is limited to description of those Project-related environmental impacts and mitigation measures that can be identified at this time, without being highly speculative. The more detailed impacts of future individual infrastructure, residential, commercial and cultural development actions in Zone 2 that are not yet specifically known are not described in this program EIR; rather, the CEQA-required environmental review of such subsequent individual actions will be undertaken at a later time, if and when such actions come before the Planning Department or Redevelopment Agency in the form of a specific development application or public improvement project. At that time, when the details of the individual action are sufficiently defined, the action will be subject to its own, site-specific, environmental determination by the Planning Department or Redevelopment Agency that the action is either: (1) fully covered within the scope of this EIR (in which case no new environmental document would be required), (2) exempt from CEQA under section 15061 (Review for Exemption) of the CEQA Guidelines, (3) warrants preparation of a Negative Declaration or Mitigated Negative Declaration under section 15070 (Decision to Prepare a Negative or Mitigated Negative Declaration) of the CEQA Guidelines, or (4) warrants preparation of a Subsequent EIR or Supplemental EIR limited to certain site-specific issues under sections 15162 (Subsequent EIRs and Negative Declarations) or 15163 (Supplement to an EIR) of the CEQA Guidelines.

CEQA Guidelines section 15162 indicates that a future public or private action pursuant to the redevelopment program addressed in this EIR (the "previous EIR") would require preparation of a Subsequent EIR under one or more of the following conditions: (1) substantial changes are proposed in the Project (the redevelopment program actions) that will require major revisions to the previous EIR due to the involvement of new significant environmental effects or a substantial

increase in the severity of previously identified effects; (2) substantial changes occur with respect to the *circumstances* under which the Project (the proposed redevelopment program) is undertaken that will require important revisions to the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified impacts; or (3) new information of substantial importance shows that either: (a) the redevelopment program will have one or more significant impacts not previously discussed in the EIR, (b) significant effects previously examined will be substantially more severe than shown in the previous EIR, or (c) mitigation measures or alternatives previously found not to be feasible would be feasible, or measures that are considerably different from those analyzed in the previous EIR have been identified that would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the measure or alternative.

1.4.5 Future Development Assumptions

The purpose of this EIR is to evaluate the likely cumulative environmental consequences with full realization of the Project Area build-out potential anticipated with adoption and implementation of all of the proposed redevelopment program components and actions. The EIR impact analysis is based on the conservative (most intensive development) assumption that the proposed redevelopment program will be fully successful in meeting its objectives to eliminate blight, stimulate housing opportunities, improve neighborhood-serving commercial provisions, and increase overall economic development in the Project Area.

The Project Area build-out assumptions used as the basis for this environmental analysis are described in section 3.11 of this EIR (Project-Facilitated Growth Assumptions). As explained in section 3.11, the Project Area build-out assumptions have been derived by the Redevelopment Agency and Planning Department based on consideration of San Francisco County Transportation Agency (SFCTA) Traffic Model growth projections, pending development application data, and the Project Area development parameters proposed in the draft Redevelopment Plan, draft Design for Development, and associated General Plan map amendments and Planning Code changes.

The proposed Redevelopment Plan component of the project establishes a maximum time limit for undertaking redevelopment activities in the Project Area of 30 years (2038), as explained in section 3.6.3 (Redevelopment Plan parameters) of this EIR. However, for purposes of conservative (most intensive development) environmental impact analysis, it is assumed in this EIR that the major portion of the actual physical redevelopment activities associated with the redevelopment program would be successfully completed over the next approximately 20 years, or by the year 2025. Also, it is assumed that all Redevelopment Plan facilitated actions, as required by California Community Redevelopment Law, will conform to the existing and future local development policies established in the San Francisco General Plan and Planning Code, as amended.

Given the anticipated length of the redevelopment program primary activity period (approximately 20 years), there could be future deviations in the timing, order, or magnitude of the various anticipated individual redevelopment program actions from what is anticipated in this program EIR. The actual increment of growth in the Project Area between now and the year 2025 with the proposed redevelopment program may also eventually prove to be less than what has been conservatively assumed in this EIR. Such deviations are not expected to significantly change the impact and mitigation findings of this EIR.

1.4.5 Impact Assessment Baseline

CEQA Guidelines section 15125 (Environmental Setting), subsection (a), stipulates that the existing environmental setting (the environmental conditions in the project vicinity at the time the environmental analysis is commenced) should constitute the baseline physical conditions by which it is determined whether an impact is significant. Pursuant to this guideline, all impact assessments in this EIR are based on comparison of the projected future "with Project" condition with the existing environmental setting, rather than on comparison of the projected future "with Project" condition with the future "without Project" condition. Chapter 17 of this EIR, "Alternatives to the Proposed Project," includes a more generalized environmental comparison of anticipated "with project" conditions with what would be expected to occur in the foreseeable future if one or more of the various redevelopment program components (Redevelopment Plan, Design for Development, General Plan amendments, Planning Code changes, etc.) were not approved.

1.5 EIR SCOPE: POSSIBLE SIGNIFICANT ENVIRONMENTAL EFFECTS

As provided for in the CEQA Guidelines, the scope of this EIR includes all environmental issues to be resolved that are currently known to the Co-Lead Agencies (the Redevelopment Agency and Planning Department), including those issues and concerns identified as possibly significant in the Initial Study of the proposed Project, and by other interested agencies and individuals in response to the Notice of Preparation (NOP).[1] These identified issues and concerns are:

(1) the relationship of the proposed Project components and actions to ***adopted plans and policies,*** including the San Francisco General Plan and Planning Code and applicable regional plans;

(2) the ***land use*** implications of the Project, including the proposed Redevelopment Plan, Design for Development, General Plan amendments and Planning Code change actions necessary to carry out the redevelopment program, and the potential impacts of these anticipated redevelopment actions on land use characteristics and compatibilities in the Project Area;

(3) the potential effects of the Project on ***population and housing*** characteristics and needs in the Project Area;

(4) the potential beneficial and adverse ***visual impacts*** of the Project, including anticipated areawide and site-specific rehabilitation actions as well as the 2025 build-out scenario under the anticipated Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes, on the visual character of the Project Area and on views from adjacent neighborhoods and public vantage points;

(5) the ***transportation and circulation*** impacts of the Project-facilitated 2025 growth scenario and of Project-related, site-specific roadway modifications, including impacts on the future street network serving the Project Area (peak-period roadway system traffic volumes, operation and safety), on transit (Muni and Caltrain) services, and on pedestrian and bicycle provisions;

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[1] A Notice of Preparation (NOP) of a Draft EIR and companion Initial Study Checklist, dated January 31, 2007, were issued to interested and responsible agencies for a state-mandated 30-day review period (see EIR appendix 20.1).

(6) the potential local and regional ***air quality*** impacts associated with Project-facilitated construction activities and the Project-facilitated 2025 build-out scenario, based on the impact assessment guidelines and modeling requirements of the Bay Area Air Quality Management District;

(7) the potential beneficial and adverse impacts of the Project on identified or possible ***cultural and historical resources*** in the Project Area, including the Schlage Lock property and other potentially significant properties;

(8) the potential ***hazards and hazardous materials*** exposure impacts of the Project, including possible construction period or long-term exposures to soil, groundwater and other contamination from past industrial activities, the status of current remediation efforts in the Project Area, and remaining mitigation (remediation) needs;

(9) the ***hydrology and water quality*** implications of the Project, including the capacity of the existing Project Area and off-site combined storm water/sanitary sewer system to handle Project-related increases in runoff rates and volumes, and the possible need for associated infrastructure improvements; and the potential for construction period and long-term impacts on water quality;

(10) the ***noise*** implications of Project-facilitated development, including construction noise impacts, the compatibility of anticipated new residential and other noise-sensitive development with existing Project vicinity noise sources (e.g., vehicular traffic on Bayshore Boulevard, transit activity, adjacent CalTrain line activity), and the noise impacts of Project-related traffic increases;

(11) the impacts of the Project on ***public services***, including police and fire protection, schools, parks and recreation, and library services; and

(12) the impacts of the Project on ***utilities and service systems***, including water service, sewer service, and solid waste disposal/recycling.

1.6 EIR ORGANIZATION AND CONTENT

The information in this EIR is generally organized under the headings listed above (Project Consistency with Local and Regional Plans, Land Use, Population and Housing, Visual Factors, etc.). For each of these environmental issues, the report describes:

(1) the existing setting;

(2) adopted plans, policies, and regulations ("regulatory framework") pertinent to the environmental topic;

(3) significant impacts anticipated with adoption and successful implementation of the proposed Project actions, and

(4) mitigation measures recommended to reduce or eliminate the anticipated significant impacts.

In addition, in keeping with CEQA Guidelines, the EIR also includes an Executive Summary (chapter 2) that provides a brief summary of the proposed Project and its potential environmental consequences; a chapter summarizing the EIR information in terms of various CEQA-required categories (chapter 16) including Project growth-inducing impacts, unavoidable significant adverse impacts, irreversible environmental changes, cumulative impacts, and effects found not to be significant; and a chapter evaluating various alternatives to the proposed project (chapter 17).

This EIR also includes a consistent system of impact and mitigation statement coding and highlighting. All significant impact and associated mitigation statements are identified by a **bold** code and heading. Each significant impact and mitigation statement is also highlighted by a "box" enclosure and increased font size (e.g., see page 7-19).

1.7 FISCAL IMPACTS

The fiscal impacts of the proposed Project are non-environmental effects and, pursuant to CEQA, are not identified in this EIR. The fiscal impacts of the proposed Redevelopment Plan component are being evaluated under a separate redevelopment plan adoption procedure being completed concurrently with, but independently of, the EIR process. Section 15131 of the CEQA Guidelines allows the Lead Agency to present economic or social information on a project in whatever form the Lead Agency desires to allow such factors to be considered in reaching a decision on a project, but also stipulates that *"Economic or social effects of a project shall not be treated as significant effects on the environment."*

In accordance with the California Community Redevelopment Law, economic and social information on the Project has been provided in the January 9, 2008 *Preliminary Report* prepared by Seifel Consulting, Inc. for the Redevelopment Agency, pursuant to Health and Safety Code sections 33344.5 and 33352. This information will be expanded upon within the Report to the Board, to be prepared separately by the Agency pursuant to Health and Safety Code section 33352, including a "Neighborhood Impact Report" as outlined in subsection (m) of section 33352.

2. EXECUTIVE SUMMARY

This EIR chapter provides a brief summary of the proposed Visitacion Valley redevelopment program ("the Project") and its potential environmental consequences. The chapter includes a summary description of the proposed redevelopment program, a summary list of related environmental issues to be resolved, a summary identification of the associated significant environmental impact and mitigation findings of this EIR, and a summary of EIR-identified alternatives to the proposed Project and their comparative environmental effects.

This summary should not be relied upon for a thorough understanding of the Project and its individual impacts and mitigation needs. Please refer to chapter 3 of this EIR for a more complete description of the proposed Project, chapters 4 through 16 for a more complete description of associated impacts and mitigation needs, and chapter 17 for a more complete description of identified alternatives to the proposed Project and their comparative impacts.

2.1 PROPOSED PROJECT

The San Francisco Redevelopment Agency and City and County of San Francisco Planning Department are proposing to adopt and implement a redevelopment program, referred to in this EIR as the "Project," for an approximately 46-acre Project Area extending on both sides of Bayshore Boulevard roughly between Sunnydale Avenue and Blanken Avenue in the center of San Francisco's Visitacion Valley neighborhood. The Project is intended to facilitate re-use of the vacant Schlage Lock property along the east side of Bayshore Boulevard, revitalize other properties along both (east and west) sides of Bayshore Boulevard, and help revitalize the Leland Avenue commercial corridor.

Regional vehicular access to the Project Area is provided by U.S. Highway 101 (U.S. 101) via Bayshore Boulevard (the Bayshore Boulevard-Jamestown Avenue-3rd Street interchange). The Project Area is directly served by the recently completed Muni Third Street Light Rail (Muni Metro T line) system extension along the Bayshore Boulevard median, and by the recently relocated Caltrain Bayshore multi-modal transit station at the southeast corner of the area.

The largest consolidated portion of the Project Area, referred to in this EIR as "Redevelopment Zone 1," consists of approximately 20 acres located east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the city/county line, and encompassing the vacant Schlage Lock property, adjacent former Southern Pacific property, and other underutilized industrial properties. The remaining portion of the Project Area primarily on the west side of Bayshore Boulevard is referred to in this EIR as "Redevelopment Zone 2" and is comprised primarily of general commercial, light industrial, residential, and mixed use (commercial-residential) parcels fronting on Bayshore Boulevard, and neighborhood commercial, residential, and mixed use (commercial-residential) parcels fronting on both sides of Leland Avenue extending generally to Rutland Avenue.

The proposed Project objective is to adopt and carry out a set of long-term revitalization actions within the Project Area aimed at reducing blight, facilitating housing development, providing improved neighborhood-serving commercial facilities, facilitating increased private economic investment, capitalizing upon recent subregional (Muni Metro T line) and regional (Caltrain Bayshore station) transit improvements in the area, and generally improving physical and economic conditions that cannot reasonably be expected to be alleviated without redevelopment assistance.

The proposed Project is comprised of the following interrelated actions:

(1) Redevelopment Agency and Board of Supervisors adoption and implementation of a *Visitacion Valley Redevelopment Plan* (Redevelopment Plan) and companion redevelopment documents which would establish a Visitacion Valley Redevelopment Project Area and authorize the Redevelopment Agency to engage in and finance a range of redevelopment assistance activities in the Project Area aimed at reducing obstacles to and facilitating increased private investment and development; and

(2) Planning Commission and Board of Supervisors adoption of amendments to San Francisco General Plan and San Francisco Planning Code text and map provisions as necessary to incorporate and implement associated development controls and design guidelines for the Project Area described in the community-derived, Planning Department-prepared draft *Visitacion Valley/Schlage Lock Design for Development* document (Design for Development).

2.2 ENVIRONMENTAL ISSUES

As provided for in the California Environmental Quality Act (CEQA) statutes and guidelines, the environmental focus of this EIR is limited to those environmental issues known to the Redevelopment Agency and Planning Department (the Co-Lead Agencies under CEQA), including those concerns identified as possibly significant in their preliminary review of the proposed Project (Initial Study) and Notice of Preparation (NOP),[1] and by other interested agencies and individuals in response to the NOP. These identified areas of environmental concern include possible project impacts on:

1. Land use,
2. Population, and housing, employment,
3. Visual factors,
4. Transportation and circulation,
5. Air quality,
6. Cultural and historic resources,
7. Hazards and hazardous materials,
8. Hydrology and water quality,
9. Noise,
10. Public Services, and
11. Utilities and service systems.

[1]See related footnote at bottom of page 1-7 of this Draft EIR.

2.3 SUMMARY OF IMPACTS AND MITIGATION MEASURES

Each significant Project impact and associated mitigation measure or measures identified in this Draft EIR is summarized in Table 2.1, the SUMMARY OF IMPACTS AND MITIGATIONS chart, that follows. The summary chart has been organized to correspond with the more detailed impact and mitigation discussions in chapters 5 through 15 of this EIR. The chart is arranged in five columns: (1) environmental impacts, (2) level of impact significance prior to implementation of recommended mitigation measures, (3) recommended impact mitigation measures, (4) entity responsible for implementing each mitigation measure, and (5) level of impact significance after implementation of the mitigation measures. In those instances where more than one measure would be required to mitigate an impact, a series of mitigation measures is listed.

2.4 UNAVOIDABLE SIGNIFICANT IMPACTS

CEQA Guidelines section 15126.2(b) requires that the EIR discuss "significant environmental effects which cannot be avoided if the proposed project is implemented." Significant unavoidable impacts are those that would not be reduced to less-than-significant levels by the mitigation measures recommended in the EIR (see definition in Table 1.1).

Mitigation measures have been identified in this EIR sufficient to reduce identified significant and potentially significant effects associated with the proposed redevelopment program to less-than-significant levels, with the exception of the following significant impacts which have been identified as unavoidable (see Table 2.1):

- ***Impact 8-1: Existing Plus Project Impacts on Intersection Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-2: Existing Plus Project Impacts on U.S. 101 Freeway Segment Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-3: Project Queuing Impacts at Redevelopment Zone 1 Access Points*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-4: 2025 Cumulative Impacts on Intersection Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-5: 2025 Cumulative Impacts on U.S. 101 Freeway Segment Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-7: 2025 Cumulative Impacts on Intersection Operation with Planned Regional Roadway Improvements*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-8: 2025 Cumulative Impacts on U.S. 101 Freeway Segment Operation with Planned Regional Roadway Improvements*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-9: Project Impacts on Transit Service*** (see chapter 8--Transportation and Circulation--of this EIR);

- ***Impact 9-2: Long-Term Regional Emissions Impacts*** (see chapter 9--Air Quality--of this EIR); and

- ***Impact 10-1: Destruction or Degradation of Historical Resources*** (see chapter 10--Cultural and Historical Resources--of this EIR).

Table 2.1
SUMMARY OF IMPACTS AND MITIGATION MEASURES

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
VISUAL FACTORS				
Impact 7-1: Potential Location-Specific Building Scale Compatibility Impacts (West Side of Bayshore Boulevard). The San Francisco General Plan contains an *Urban Design Guidelines for Height of Buildings* map that designates the entire Project Area for a height range of 0 to 40 feet (4 stories). Under the proposed Design for Development and associated General Plan and Planning Code changes, the maximum permitted building height for new infill development along the east and west frontage of Bayshore Boulevard would increase to 55 feet (five stories). This permitted infill building height increase could have a potentially significant adverse visual impact on existing "finer grained" residential properties along the west edge of Zone 2. The proposed Design for Development design guidelines do state that "building heights should be varied within and across blocks to create visual interest and avoid the appearance of monolithic development;" however, specific "stepback" requirements for application at the rear of these west-side Bayshore Boulevard frontage properties sufficient to substantially reduce scale incompatibility and light and shadow impacts on abutting (rear) residential	S	**Mitigation 7-1.** Add to the Design for Development additional building bulk and/or building articulation controls specifically tailored to reduce the potential visual effects of permitted greater building height and mass on the west edge of Zone 2 on abutting residential properties to the west. The amended controls could include, for example, a 10-to-15-foot building "stepback" and or "relational height limit" requirement at the third or fourth story along the west edges of Zone 2 that abut existing residential properties, for purposes of avoiding incongruous building height and scale relationships and associated light and shadow impacts. Formulation of these or similar measures by a qualified urban design professional and their incorporation into the Design for Development would reduce this potential for building scale and mass compatibility impacts to a *less-than-significant level.*	City and/or Agency	LS

S = Significant
LS = Less than significant
SU = Significant unavoidable impact

NA = Not applicable
City = City and County of San Francisco
Agency = San Francisco Redevelopment Agency

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
properties along the west edge of Zone 2 are not included in the draft Design for Development. These possible visual effects along the Zone 2 west edge represent a *potentially significant impact.*				
Impact 7-2: Potential Nighttime Light and Glare Impacts. Although the Visitacion Valley community is an already urbanized area with a myriad of exterior lighting and nighttime illumination sources, nighttime lighting associated with new, Project-facilitated development in Zone 1 could have adverse effects on nighttime views of and within the Project Area from surrounding and internal neighborhood vantage points. Lighting of new outdoor spaces and recreation areas and interior lighting emanating from new four-to-eight-story residential structures in Zone 1 could be substantially more prominent in the nighttime viewshed than the vacant one- and two-story industrial, warehouse and office structures that exist there now, and could create significant new light and glare impacts on views from adjacent neighborhood areas and surrounding hillside neighborhood and recreation area vantage points. These possible light and glare effects represent a *potentially significant impact.*	S	**Mitigation 7-2:** Add to the Design for Development a set of Development Controls and Design Guidelines for "Lighting," focusing on nighttime internal and exterior lighting of multi-story buildings and nighttime lighting of new outdoor spaces, including the following or similar measures: ▪ prohibit exterior illumination of any new building elements above 40 feet; ▪ require tinting of outward-oriented glazing above 40 feet sufficient to reduce the nighttime visual impacts of internal lighting; and ▪ to minimize glare and "sky glow" from new outdoor area lighting, require adequate shielding of light sources, use of fixtures that direct light downward, light sources that provide more natural color rendition, possible use of multiple light level switching (for reducing light intensity after 10 PM), non-reflective hardscapes, and avoidance of light source reflection off surrounding exterior walls.	City and/or Agency	LS

S = Significant
LS = Less than significant
SU = Significant unavoidable impact
NA = Not applicable
City = City and County of San Francisco
Agency = San Francisco Redevelopment Agency

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		Formulation of these or similar measures by a qualified urban design professional and their incorporation into the Design for Development would reduce this potential for light and glare impacts to a *less-than-significant level.*		
TRANSPORTATION AND TRAFFIC				
Impact 8-1: Existing Plus Project Impacts on Intersection Operation. Projected intersection turning movement volumes under Existing plus Project conditions would cause significant deterioration in levels of service at the following local intersections during typical weekday peak hours: *Weekday AM peak hour:* ▪ Bayshore Boulevard/Blanken Avenue (LOS B to LOS F), ▪ Bayshore Boulevard/Leland Avenue (LOS C to LOS F), ▪ Bayshore Boulevard/Visitacion Avenue (LOS C to LOS F), ▪ Bayshore Boulevard/Sunnydale Avenue (LOS C to LOS F), and ▪ Tunnel Avenue/Blanken Avenue (LOS B to LOS F). *Weekday PM peak hour:* ▪ Bayshore Boulevard/Arleta Avenue/San Bruno (LOS C to LOS F), and	S	**Mitigation 8-1A:** Incorporate the following intersection improvement measures into the Project to reduce impacts on vehicular movement: ▪ *Bayshore Boulevard/Blanken Avenue:* Restripe the westbound approach to create two additional lanes: an added exclusive left-turn and an added right-turn lane. Coordinate associated traffic-light phasing, signage, pedestrian crosswalk lights, and/or other traffic calming means to assist pedestrians using the Muni T platform on Bayshore Boulevard near Blanken Avenue. Currently, Blanken Avenue is approximately 40 feet wide at the westbound approach, with one travel lane in each direction and no on-street parking. It would therefore be possible to restripe the westbound approach as proposed to provide three lanes, one eastbound and two westbound.	City and/or Agency, and individual development applicants	LS/SU

S = Significant
LS = Less than significant
SU = Significant unavoidable impact

NA = Not applicable
City = City and County of San Francisco
Agency = San Francisco Redevelopment Agency

Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
▪ Bayshore Boulevard/Leland Avenue (LOS C to LOS F). These intersection LOS changes would represent a *potentially significant impact.*		▪ *Bayshore Boulevard/Arleta Avenue/San Bruno Avenue:* Modify signal timing by shifting 6 seconds of green time from the northbound left-turn movement to the southbound through movement as the delays associated with the southbound through movement are considerably higher than the delay associated with northbound left-turn movement. This change could add delays to the 9 – San Bruno bus line, which turns from northbound Bayshore Boulevard to San Bruno Avenue. ▪ *Bayshore Boulevard/Leland Avenue:* Restripe the existing Leland Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane. The existing Leland Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It would therefore be *possible* to restripe the connection to provide three travel lanes--two eastbound and one westbound, with the		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		removal of two on-street parking spaces on both sides of the street. This change may conflict with the *Leland Avenue Street Design Project*, which proposes to remove parking on the north side of the street and shift the travel lanes to the south. A new Leland Avenue connection to the east side of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development. ▪ *Bayshore Boulevard/Visitacion Avenue:* Restripe the existing Visitacion Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane. The existing Visitacion Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It is possible to restripe the connection to provide three travel lanes--two eastbound and one westbound, by shifting the Muni bus stop farther down and removing two on-street parking spaces on the south side.		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		This change may result in safety concerns for through vehicular traffic (turning lane queue interference), as well as conflicts with operation of the Muni 9X and 9AX bus lines. Buses need to make wide turns from southbound Bayshore Boulevard to westbound Visitacion Avenue, and therefore, with the restriping, buses would need to cross the relocated center line of the street. If queues were present at the eastbound approach to Bayshore Boulevard, buses making this right-turn would be delayed, and the configuration would result in safety concerns for vehicles. These secondary impacts associated with these striping changes and associated additional secondary mitigation needs are addressed herein under *Impact 8-3 (Project Queuing Impacts on Redevelopment Zone 1 Access Points)* and *Impact 8-9 (Project Impacts on Transit Service)*. A new Visitacion Avenue connection to the eastside of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development. ▪ *Bayshore Boulevard/Sunnydale Avenue:* Restripe the existing Sunnydale Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane. The existing Sunnydale Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It would therefore be possible to restripe the connection to provide three travel lanes--two eastbound and one westbound, by removal of two on-street parking spaces on both sides of the street. This change may conflict with operations of the Muni 9 bus line. Buses need to make wide turns from southbound Bayshore Boulevard to westbound Sunnydale Avenue, and therefore with the restriping, buses would need to cross the relocated center line of the street. If queues were present at the eastbound approach to Bayshore Boulevard, buses making this right-turn would be delayed, and the configuration would result in safety concerns for vehicles. These secondary impacts associated with these striping changes and associated additional secondary mitigation needs are addressed herein under *Impact 8-3 (Project Queuing Impacts on Redevelopment Zone 1 Access*		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		Points) and *Impact 8-9 (Project Impacts on Transit Service)*. A new Sunnydale Avenue connection to the east side of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development. ▪ *Tunnel Avenue/Blanken Avenue:* Signalize this intersection. As indicated in Table 8.11, this intersection meets the criteria for the Caltrans peak hour signal warrant under Existing plus Project conditions. Implementation of the mitigation measures listed above, if they were feasible, would reduce the seven listed weekday peak hour Project impacts on intersection operations to less-than-significant levels, with the exception of the following four impacts which would remain at LOS F: ▪ Bayshore Boulevard/Blanken Avenue (weekday AM peak hour), ▪ Bayshore Boulevard/Arleta Avenue/San Bruno Avenue (weekday PM peak hour), and ▪ Bayshore Boulevard/Leland Avenue (weekday AM and PM peak hours). For these four remaining impacts, the following two additional more substantial mitigation alternatives have been investigated: (1)		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		establishment of an internal connection from Redevelopment Zone 1 to the east side of the Bayshore Boulevard/ Geneva Avenue intersection; or (2) construction of a bridge from Zone 1 over the Caltrain right-of-way to Tunnel Avenue. Without one of these connections, all vehicles traveling between Zone 1 and the nearby U.S. 101 ramps at Harney Way and Beatty Avenue/Alana Way would need to travel through the intersections of Alana/Beatty, Bayshore/Blanken, Bayshore/Arleta/San Bruno, and Bayshore/Leland. Either connection would serve to reduce the amount of Project traffic on Bayshore Boulevard by providing more direct access for vehicles destined to and from Redevelopment Zone 1. Nevertheless, these four remaining weekday peak hour LOS impacts would remain unacceptable (i.e., at LOS F) with either of these additional connections. Therefore, with or without these added measures, the Project is considered to have a *significant unavoidable impact* at these three Bayshore Boulevard intersections. In addition, as discussed above, implementation of the mitigation measures at Bayshore Boulevard/Arleta Avenue/San Bruno Avenue, Bayshore Boulevard/Leland Avenue, Bayshore Boulevard/Visitacion Avenue, and Bayshore Boulevard/Sunnydale Avenue, would result in potential significant secondary impacts to traffic operations, transit operations, on-street parking		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		supply, and pedestrian conditions. Also, these mitigations conflict with General Plan objectives and policies and Project goals discussed in section 8.2 (Regulatory Framework) of this EIR chapter. Therefore, the Project impacts at two additional Bayshore Boulevard intersections, Bayshore Boulevard/Visitacion Avenue and Bayshore Boulevard/Sunnydale Avenue, are also considered to be *significant and unavoidable.* In conclusion, only the Project impact at the intersection of Tunnel Avenue/Blanken Avenue would be reduced to a *less-than-significant level* with implementation of the associated mitigation described above (sixth "bullet"). **Mitigation 8-1B:** As an alternative measure to reduce the Project impact listed above on the Bayshore Boulevard/Leland Avenue intersection (weekday AM and PM peak hours), incorporate the following changes into the Project: ▪ *Bayshore Boulevard/Leland Avenue southbound left-turn:* Eliminate the proposed left-turn from southbound Bayshore Boulevard into Redevelopment Zone 1 at Leland Avenue. Implementation of this measure would eliminate the identified potential significant impacts at this intersection to traffic, transit and bicycle		

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		conditions (see associated *Impact 8-10, Project Impacts on Bicycle Conditions*, herein)--i.e., would reduce the Project impact at *this location* to a *less-than-significant level*. However, removal of this left-turn location would have a *significant secondary impact*, forcing Project vehicular traffic to utilize the left-turn locations at Visitacion and Sunnydale Avenues, which would exacerbate anticipated queuing impacts at these two remaining left-turn locations (see *Impact 8-3, Project Queuing Impacts*, herein). **Mitigation 8-1C:** In addition to Mitigation 8-1A or 8-1B, incorporate the following improvements into the Project to reduce all of the Project impacts listed above: *Implement a Transportation Management Plan for Redevelopment Zone 1.* To reduce the amount of auto use and auto ownership rates, and thereby reduce the traffic impacts of Zone 1 development, future applicants for developments in Zone 1 shall prepare, fund, and implement project-specific Transportation Management Plans (TMP). The TMPs could include the following elements: ▪ Identification of a transportation coordinator, ▪ Establishment of a resident website, ▪ Carpool match services,		

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		▪ Carshare hubs, ▪ Real-time transit information, ▪ Reduced fee transit pass program, ▪ Parking supply reductions, ▪ Unbundled parking supply, and/or ▪ Metered/paid parking. Also see similar measures in *Mitigation 9-2* (chapter 9, Air Quality) of this EIR. After the first phase of Zone 1 development of 450 residential units, the Project will conduct a follow-up analysis of the Bayshore Boulevard corridor and the Tunnel/Blanken intersection. This analysis will revisit the status of neighboring projects, account for any shifts in travel patterns, mode share, and transit service (as described in subsection 8.2.4) within the Project Area, and reconsider the range of mitigations available for travel on Bayshore Boulevard, Tunnel Avenue, Blanken Avenue, and affected intersections--including revised signal phasing, pedestrian improvements, and/or traffic calming measures. This future study may provide opportunities to revise TMP elements and explore additional mitigation options based on revised information regarding Cumulative conditions.		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		While implementation of this measure would reduce Project impacts on the adjacent intersections and roadways to an unspecified but limited degree, the Project impacts listed above as significant and unavoidable would remain *significant and unavoidable.*		
Impact 8-2: Existing Plus Project Impacts on Freeway Segment Operation. Projected Existing plus Project traffic volume increases in the weekday peak hours would result in significant deterioration in levels of service on the following two freeway segments: *Weekday AM peak hour:* ▪ U.S. 101 between I-280 and Third/ Bayshore--northbound (LOS D to LOS E); and ▪ U.S. 101 between Sierra Point Parkway and I-380--northbound (LOS D to LOS E). These weekday peak hour freeway segment LOS changes would represent a *potentially significant impact.*	S	**Mitigation 8-2:** Due to freeway geometry and space constraints at these two locations, there are no feasible mitigation measures that could be implemented to reduce the Project's LOS impacts to less-than-significant levels. Implementation of *Mitigation 8-1C (individual project Transportation Management Plans)* would decrease the number of vehicle trips generated by the Project and reduce the impacts to the study freeway segments, but not to a less-than-significant level. Therefore, the Project would have a *significant unavoidable impact* on these two freeway segments.	NA	SU
Impact 8-3: Project Queuing Impacts at Redevelopment Zone 1 Access Points. Under the proposed Design for Development, access to Redevelopment Zone 1 would be provided from Bayshore Boulevard via the	S	**Mitigation 8-3:** Implementation of *Mitigation 8-1C (Transportation Management Plan)* would help decrease the number of vehicle trips generated by the Project and reduce the potential for queuing at these Bayshore	City and/or Agency, and individual development applicants	SU

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
three intersections at Leland Avenue, Visitacion Avenue, and Sunnydale Avenue. The existing southbound left-turn pocket length at the Bayshore Boulevard/Visitacion Avenue and Bayshore Boulevard/Sunnydale Avenue intersections is 100 feet. The Design for Development proposes introduction of a similar southbound left-turn pocket of 100 feet at the Bayshore Boulevard/Leland Avenue intersection. A queuing analysis performed for this EIR to evaluate the adequacy of these existing and added southbound left-turn pocket lengths indicates that: ▪ *AM Peak Hour:* The <u>average</u> southbound left-turn queue that would occur at each intersection could be accommodated within the 100-foot left-turn pocket lengths, but the <u>maximum</u> queue length could not be accommodated at the Bayshore Boulevard/Visitacion Avenue or Bayshore Boulevard/Sunnydale Avenue intersections. ▪ *PM Peak Hour:* The <u>average</u> southbound left-turn queue could not be accommodated within the Bayshore Boulevard/Visitacion Avenue or Bayshore Boulevard/Sunnydale Avenue left-turn pockets, and the <u>maximum</u> queue length could not be accommodated within the left-turn pockets at all three intersections.		Boulevard left-turn pockets, but not to a less-than-significant level. Extend the southbound left-turn pocket lengths at all three Redevelopment Zone 1 access intersections along Bayshore Boulevard. At Sunnydale Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended an additional 100 feet through removal of the existing bicycle lane. At Visitacion Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended by an additional 80 feet by relocating the Muni bus stop currently located at the south side of the Bayshore Boulevard/Leland Avenue intersection to a new location one block south on the south side of the Bayshore Boulevard/Visitacion Avenue intersection. At Leland Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended by an additional 40 feet through elimination of existing on-street parking spaces and removal of portions of the bicycle lane. Although these 100-foot left-turn pocket extensions could accommodate projected with-Project <u>average</u> queues that could develop during the weekday AM and PM peak hours and with-Project <u>maximum</u> queues that could develop in the weekday AM peak hour, they would not be sufficient to accommodate maximum queues in the weekday PM peak hour. During the weekday PM peak hour, projected		

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Under these with-Project AM peak hour maximum queue length conditions and PM peak hour average and maximum queue length conditions, queues waiting to turn left might not be fully contained within the existing and proposed left-turn pockets. These queues would extend into the adjacent southbound travel lane, affecting through-traffic operations along southbound Bayshore Boulevard, and resulting in significant delays to vehicular and transit traffic. These possible Project-related queuing effects on local roadway and transit operations would represent a *potentially significant impact.*		with-Project maximum queue lengths would still spill into the southbound Bayshore Boulevard regular travel lanes. In addition, full implementation of each of these left-turn pocket extension measures could potentially result in significant secondary impacts to Muni bus operations (with the relocation of the bus stop), bicycle operations (with the elimination of portions of the southbound bicycle lane, which directly conflicts with the San Francisco Bicycle Plan and *Mitigation 8-1C* discussed in this chapter; also see *Impact 8-10* herein), and parking (with the elimination of on-street parking spaces on Bayshore Boulevard). Therefore, these left-turn pocket extension measures are considered infeasible as they would create their own potentially significant impacts, and the Project's Bayshore Boulevard southbound access queuing impacts are considered to be *significant and unavoidable.*		
Impact 8-4: 2025 Cumulative Impacts on Intersection Operation. Projected intersection turning movement volumes under 2025 Cumulative conditions (background traffic growth plus buildout of the Project Area, Executive Park, Candlestick Point, India Basin Shoreline, Hunters Point Shipyard Phase 2, Brisbane Baylands Phases 1 and 2, and Daly City [Cow Palace] developments) would cause significant deterioration in levels of service at a	S	**Mitigation 8-4:** In addition to the Existing plus Project measures identified under Mitigations 8-1A and 8-1B above, incorporate the following measures into the Project: ▪ Bayshore Boulevard/Tunnel Avenue: Modify signal timing by shifting one second from the southbound left-turn movement to the northbound/southbound through movements. Prior to implementation of this	City and/or Agency, and individual development applicants	SU

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
number of local intersections during weekday peak hours. The Project would generate between approximately 8 and 28 percent of the projected cumulative growth in traffic volumes between Existing and 2025 Cumulative conditions in the weekday AM peak hour, and between 10 and 33 percent in the weekday PM peak hour, at the following intersections: *Weekday AM peak hour:* ▪ Bayshore Boulevard/Tunnel Avenue (LOS B to LOS E); *Weekday PM peak hour:* ▪ Bayshore Boulevard/Blanken Avenue (LOS B to LOS F), ▪ Bayshore Boulevard/Arleta Avenue/San Bruno (LOS C to LOS F), ▪ Bayshore Boulevard/Leland Avenue (LOS C to LOS F), ▪ Bayshore Boulevard/Visitacion Avenue (LOS B to LOS F), ▪ Bayshore Boulevard/Sunnydale Avenue (LOS C to LOS F), ▪ Tunnel Avenue/Blanken Avenue (LOS A to LOS F), and ▪ Alana Way/Beatty Avenue (LOS B to LOS F).		mitigation measure, assess transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals (see *Mitigation 8-1C*). ▪ Alana Way/Beatty Avenue: As indicated in Table 8.16, this intersection meets accepted criteria for peak hour signal warrant. Signalize the intersection, restripe the southbound Alana Way approach to create exclusive left-, through and right-turn lanes; and restripe the eastbound Beatty Avenue approach to create two lanes: an exclusive left-turn lane (northbound) and a shared through-right turn lane (eastbound and southbound). The existing Alana Way connection is approximately 40 feet wide, with one travel lane in each direction and no parking available on the street. It would therefore be possible to restripe the existing Alana Way connection to provide three lanes--one right-turn (westbound), one through (southbound), and one left-turn (eastbound). Since the Project would have significant contributions to the future impacts at these locations, establish a mechanism for Project fair		

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These anticipated Project contributions to projected cumulative intersection operational impacts would be considerable and would represent a *significant impact.*		share contribution to the implementation of these mitigation measures. These two study intersections would continue to operate with unacceptable conditions (LOS E or F) during the weekday AM peak hour with these mitigations. Implementation of *Mitigation 8-1C (Transportation Management Plan)* would decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level. No feasible additional mitigation measure has been identified that would sufficiently improve 2025 Cumulative intersection operating conditions to LOS D or better conditions, except implementation of the Regional Transportation Improvements (see *Impact 8-7*), which has not been funded. The Project contributions to this cumulative effect would therefore be considered *significant unavoidable impacts.*		
Impact 8-5: 2025 Cumulative Impacts on Freeway Segment Operation. Study freeway segments north and south of the Project Area would operate at unacceptable levels of service in both directions during both the AM and PM peak hours under projected 2025 Cumulative conditions. Traffic volumes on U.S. 101 are anticipated to substantially increase due to the combination of general background growth and the anticipated major new development	S	**Mitigation 8-5:** To improve the affected freeway segment conditions, additional mainline capacity would be needed, which would require land acquisition and involve substantial costs and jurisdictional issues. Mitigation of this impact is therefore considered to be infeasible and the Project-related contribution to 2025 cumulative freeway segment congestion represents a *significant unavoidable impact.* Implementation of *Mitigation 8-1C*	NA	SU

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projects in the Project Area vicinity (i.e., buildout of the Project Area plus the planned Executive Park, Candlestick Point, India Basin Shoreline, Hunters Point Shipyard Phase 2, Brisbane Baylands Phases 1 and 2, and Daly City [Cow Palace] developments), causing significant cumulative deterioration in levels of service at the following freeway segments during both the weekday AM and PM peak hours: *Weekday AM peak hour:* ▪ U.S. 101 between I-280 and Third/Bayshore -- northbound (LOS D to LOS F); ▪ U.S. 101 between I-280 and Third/Bayshore -- southbound (LOS E to LOS F); ▪ U.S. 101 between Sierra Point Parkway and I-380 -- northbound (LOS D to LOS F); and ▪ U.S. 101 between Sierra Point Parkway and I-380 -- southbound (LOS F to LOS F). *Weekday PM peak hour:* ▪ U.S. 101 between I-280 and Third/Bayshore -- northbound (LOS E to LOS F); ▪ U.S. 101 between I-280 and Third/Bayshore -- southbound (LOS D to LOS F);		*(Transportation Management Plan)* would decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level.		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
▪ U.S. 101 between Sierra Point Parkway and I-380 -- northbound (LOS F to LOS F); and ▪ U.S. 101 between Sierra Point Parkway and I-380 -- southbound (LOS E to LOS F). The Project would generate about 14 percent of the projected cumulative growth in traffic volumes on the affected freeway segments in the AM peak hour, and between 9 and 14 percent in the PM peak hour (see Tables 8.17 and 8.18 herein). These anticipated Project contributions to projected cumulative freeway segment operational impacts would be considerable and would represent a *significant impact.*				
Impact 8-6: 2025 Cumulative Impacts on Freeway On-Ramp Operation. The following local freeway on-ramps are projected to operate at unacceptable levels of service during weekday peak hours under 2025 Cumulative conditions: *Weekday AM peak hour:* ▪ U.S. 101 northbound on-ramp from Bayshore Boulevard/Third Street (LOS C to LOS F); and ▪ U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way (LOS F to LOS F).	S	**Mitigation 8-6:** These projected 2025 cumulative freeway on-ramp operating condition impacts are anticipated to be resolved by the construction of the proposed new ramps at Geneva Avenue, a planned regional transportation improvement measure. Project fair-share contribution to these planned regional improvements would therefore be required, and would reduce the anticipated 2025 cumulative freeway on-ramp impacts to a *less-than-significant level.*	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
Weekday PM peak hour: ▪ U.S. 101 northbound on-ramp from Harney Way (LOS D to LOS F); and ▪ U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way (LOS C to LOS F). The Project would generate between approximately 20 and 34 percent of the projected cumulative growth in traffic on the two affected on-ramps in the weekday AM peak hour and between approximately 0 and 15 percent to the two affected on-ramps in the weekday PM peak hour. The anticipated Project contributions of 15 percent or greater to projected cumulative freeway on-ramp operational impacts would be considerable and would represent a *potentially significant impact.*				
Impact 8-7: 2025 Cumulative Impacts on Intersection Operation with Planned Regional Roadway Improvements. The following three regional roadway system improvements are currently in the planning stages to help accommodate forecasted cumulative traffic increases: ▪ an extension of Geneva Avenue from its current terminus at Bayshore Boulevard to a new interchange with U.S. 101;	S	**Mitigation 8-7:** Although the planned Regional Transportation Improvements listed above would substantially improve projected 2025 cumulative operational conditions at the five study intersections listed in *Impact 8-7*, unacceptable operating conditions (LOS E or F) would remain at these five locations. To mitigate these remaining impacts, implement *Mitigation 8-1* plus the following additional measures: ▪ *Bayshore Boulevard/Leland Avenue:* Modify signal timing by shifting 6 seconds from the northbound/southbound left-turn movements	City and/or Agency, and individual development applicants	SU/LS

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▪ a new U.S. 101 interchange at Geneva Avenue/Harney Way; and ▪ widening of Harney Way between U.S. 101 and Jamestown Avenue. Because funding for these improvements has not been identified, they have not been assumed as part of the 2025 Cumulative scenario described in this EIR under Impacts 8-4 through 8-6. Instead, this "with Planned Regional Improvements" scenario has been analyzed separately to isolate the effects of these planned improvements, if they were to occur. Assuming implementation of these three planned future regional roadway network changes, projected (redistributed) intersection turning movement volumes under 2025 Cumulative conditions would cause significant deterioration in levels of service at a number of local intersections during typical weekday peak hours. The Project would generate between approximately 52 and 87 percent of the projected cumulative traffic growth in the AM peak hour, and over 100 percent in the PM peak hour (the Project contribution would be greater than 100 percent where background volumes would decrease due to the rerouting of traffic due to regional roadway network changes), at the following intersections:		to the through movements and also restripe the eastbound and westbound approaches to create two lanes at the intersection: a left-through lane and an exclusive right-turn lane. Implementation of this proposed signal timing modification mitigation measure would be dependent upon an assessment of transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Because this finding cannot be assured, and because the mitigation could potentially impact transit operations and conflict with General Plan objectives and policies (see section 8.2), this 2025 cumulative intersection impact is considered to be *significant and unavoidable.* ▪ *Bayshore Boulevard/Sunnydale Avenue:* Modify signal timing by shifting 4 seconds from the northbound/southbound left-turn movements to the eastbound/westbound movements and restripe the eastbound and westbound approaches to create two lanes at the intersection: a shared left-through lane and exclusive right-turn lane. Implementation of this proposed signal timing modification mitigation measure would be dependent upon an assessment of		

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Weekday AM peak hour only: ▪ Bayshore Boulevard/Visitacion Avenue (LOS E), ▪ Bayshore Boulevard/Sunnydale Avenue (LOS F), and ▪ Tunnel Avenue/Blanken Avenue (LOS E); *Weekday PM peak hour only:* ▪ Bayshore Boulevard/Arleta Avenue/San Bruno (LOS E); and *Weekday AM and PM peak hours:* ▪ Bayshore Boulevard/Leland Avenue (LOS F in the AM and LOS E in the PM). These anticipated Project contributions to projected cumulative intersection operational impacts would be considerable and would represent a *significant impact.*		transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Because this finding cannot be assured, and because the mitigation could potentially impact transit operations and conflict with General Plan objectives and policies (see section 8.2), this 2025 cumulative intersection impact is considered to be *significant and unavoidable.* ▪ *Tunnel Avenue/Blanken Avenue:* Signalize the intersection. As indicated in Table 8.22, this intersection meets the criteria for peak hour signal warrant. It would be possible to modify this intersection from an all-way stop to a signalized intersection under the 2025 Cumulative condition. Implementation of this measure would reduce this impact to a *less-than-significant* level. Since the Project would have significant contributions to the future impacts at these locations, establish a mechanism for Project fair share contribution to the implementation of these mitigation measures. Implementation of *Mitigation 8-1C (Transportation Management Plan)* would		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these three locations, but the two significant unavoidable impacts described above would remain.		
Impact 8-8: 2025 Cumulative Impacts on Freeway Segment Operation with Planned Regional Roadway Improvements. Assuming implementation of the planned future regional roadway network changes, listed under Impact 8-7 above, the projected 2025 Cumulative impacts on study freeway segments identified under Impact 8-5 above would still occur. The Project would generate between approximately 14 percent of the projected cumulative growth in traffic on these freeway segments in the AM peak hour, and between 11 and 15 percent in the PM peak hour. These anticipated Project contributions would be considerable and would represent a *significant impact.*	S	**Mitigation 8-8:** The projected poor 2025 cumulative conditions on these freeway segments could only be improved by creating additional mainline capacity, which is not feasible. These freeway segment impacts would therefore be considered *significant and unavoidable.* Implementation of *Mitigation 8-1C (Transportation Management Plan)* would help decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level.	NA	SU
Impact 8-9: Project Impacts on Transit Service. The projected Project growth increment would generate about 433 additional transit trips in the weekday AM peak hour and 440 additional transit trips in the weekday PM peak hour. The additional transit trips to and from the Project Area would use the Muni T line (light rail) that runs along Bayshore Boulevard, other local Muni bus lines serving	S	**Mitigation 8-9:** The addition of Project-related transit trips would not result in a significant impact to transit capacity (existing transit services currently have capacity to accommodate the new trips). As a result, no transit service capacity mitigation measures would be required. However, the new vehicle-trips generated by the Project would result in long delays at several Bayshore Boulevard	City and/or Agency	SU

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
the Project Area vicinity, and nearby Caltrain service. The various existing Muni lines serving the Project Area currently operate at substantially less than capacity during both the weekday AM and PM peak hours. The additional Project-generated transit trips would therefore not be expected to significantly impact peak period transit capacity. However, several of the bus lines serving the Project Area operate along Bayshore Boulevard, including the Muni 9, 9X, 9AX, 9BX, 15, and 56 lines and the SamTrans 34, 292, and 397 routes. As indicated under Impacts 8-1, 8-3 and 8-4 above, the Project would result in or contribute substantially to congestion and delay along Bayshore Boulevard (as indicated by the projected LOS E and F operational conditions at Bayshore Boulevard study intersections). These Project-related conditions would negatively effect operations of the various Bayshore Boulevard transit lines (including the associated mitigation involving possible relocation of a Muni bus stop--see *Mitigation 8-1A*), resulting in a *significant environmental impact.*		intersections, as indicated above under Impacts 8-1, 8-3 and 8-4. Related intersection improvement and left-turn pocket extension measures have been identified under Mitigations 8-1, 8-3 and 8-4 to mitigate these traffic impacts. Because these measures would not fully mitigate the associated traffic impacts, and could result in additional impacts associated with the relocation of a Muni bus stop, this Project-related local transit service delay impact would be considered *significant and unavoidable.* Implementation of *Mitigation 8-1C (Transportation Management Plan)* would help decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's impact on transit operations at these locations, but not to a less-than-significant level. In addition, to encourage additional transit riders (thereby further reducing the amount of vehicular activity), the Project could implement the following measures: ▪ Consistent with the Design for Development, implement building design features that promote the primary access to new Project Area buildings from transit stops and pedestrian areas, and discourage the location of primary access points to new Project Area buildings through parking lots and other auto-oriented entryways.		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		▪ Implement recommendations of the *San Francisco Better Streets Plan* in the Project Area, which are designed to make the pedestrian environment safer and more comfortable for pedestrians, including traffic calming strategies, sidewalk corner bulbs, and other features. Provide transit amenities at key light rail and bus stops in the Project Area, including "Next Bus" passenger information, accurate and usable passenger information and maps, and adequate light, shelter, and sitting areas.		
Impact 8-10: Project Impacts on Bicycle Conditions. Implementation of the Project-proposed new southbound Bayshore Boulevard left-turn pocket into Redevelopment Zone 1 at Leland Avenue (see associated *Mitigation 8-3*) would necessitate the elimination of the existing southbound bicycle lane segment between Leland Avenue and Raymond Avenue. This would result in a gap in the bicycle lane network, which would result in a *potentially significant impact*	S	**Mitigation 8-10.** To mitigate this potential impact to the Bayshore Boulevard bicycle lane, do not provide the proposed new southbound left-turn into Redevelopment Zone 1 at Leland Avenue (see associated *Mitigation 8-1B*). This would reduce the Project's impact on bicycle conditions to a *less-than-significant* level.	City and/or Agency	LS
AIR QUALITY				
Impact 9-1: Remediation- and Construction-Related Air Quality Impacts. Remediation, demolition, and construction	S	**Mitigation 9-1A.** For all discretionary ***demolition*** activity in the Project Area, require implementation of the following dust control	City and/or Agency, and individual	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
activities permitted and/or facilitated by the proposed redevelopment program may generate exhaust emissions and fugitive dust that could temporarily but noticeably affect local air quality. This would represent a *potentially significant impact.*		measures by demolition contractors, where applicable: ▪ Water active demolition areas to control dust generation during demolition of structures and break-up of pavement. ▪ Cover all trucks hauling demolition debris from the site. ▪ Use dust-proof chutes to load debris into trucks whenever feasible. The above measures may be revised or supplemented over time by new BAAQMD regulations. Implementation of these measures would reduce the demolition-related air quality impacts of the redevelopment program to a *less-than-significant level.* [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]	development applicants	
		Mitigation 9-1B. For all discretionary ***remediation, grading, or construction*** activity in the Project Area, require implementation of the following dust control measures by construction (also remediation) contractors, where applicable:	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		▪ Water all active remediation and construction areas at least twice daily, or as needed to prevent visible dust plumes from blowing off-site. ▪ Cover all trucks hauling soil, sand, and other loose materials. ▪ Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas, and staging areas at construction sites. ▪ Sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas at construction sites. ▪ Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets. ▪ Hydroseed or apply (non-toxic) soil stabilizers to inactive construction areas (previously graded areas inactive for ten days or more). ▪ Limit the area subject to excavation, grading, and other construction activity at any one time. The above measures may be revised or supplemented over time by new BAAQMD		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		regulations. Implementation of these measures would reduce the remediation-, grading-, and construction-related dust impacts of the redevelopment program to a *less-than-significant level.* [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]		
		Mitigation 9-1C. The following are measures to control emissions by diesel-powered construction (including remediation and demolition) equipment used by contractors, where applicable: ▪ Ensure that emissions from all on-site, diesel-powered construction equipment do not exceed 40 percent opacity for more than three minutes in any one hour. Any equipment found to exceed 40 percent opacity (or Ringelmann 2.0) shall be repaired or replaced immediately. ▪ The contractor shall install temporary electrical service whenever possible to avoid the need for independently powered equipment (e.g., compressors). ▪ Diesel equipment standing idle for more than three minutes shall be turned off. This would include trucks waiting to deliver or receive soil, aggregate, or other bulk materials. Rotating drum concrete trucks	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		could keep their engines running continuously as long as they were on-site and away from residences. ▪ Properly tune and maintain equipment for low emissions. ▪ Use late model heavy-duty diesel-powered equipment at each construction site to the extent that the equipment is readily available in the San Francisco Bay Area. ▪ Use diesel-powered equipment that has been retrofitted with after-treatment products (e.g., engine catalysts) to the extent that it is readily available in the San Francisco Bay Area. ▪ Enclose, cover, water twice daily, or apply (non-toxic) soil binders to exposed stockpiles (dirt, sand, etc.). ▪ Limit traffic speeds on unpaved roads to 15 miles per hour. ▪ Install sandbags or other erosion control measures to prevent silt runoff to public roadways. ▪ Replant vegetation in disturbed areas as quickly as possible.		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		▪ Install wheel washers for all exiting trucks, or wash off the tires or tracks of all trucks and equipment leaving the site. ▪ Install wind breaks, or plant trees/vegetation wind breaks at windward side(s) of construction sites. ▪ Suspend excavation and grading where winds (instantaneous gusts) exceed 25 miles per hour. ▪ Use low-emission diesel fuel and/or biodiesel for all heavy-duty diesel-powered equipment operating and refueling at each construction site to the extent that the fuel is readily available and cost effective in the San Francisco Bay Area (this does not apply to diesel-powered trucks traveling to and from the site). ▪ Utilize alternative fuel construction equipment (i.e., compressed natural gas, liquid petroleum gas, and unleaded gasoline) to the extant that the equipment is readily available and cost effective in the San Francisco Bay Area. The above measures may be revised or supplemented over time by new BAAQMD regulations. Implementation of these measures would reduce the remediation-, demolition-,		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		and construction-related air quality impacts of diesel-powered equipment to a *less-than-significant level.* [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]		
Impact 9-2: Long-Term Regional Emissions Impacts. Development in accordance with the proposed redevelopment program would generate traffic-related regional air pollutant emission increases that would exceed the applicable thresholds of significance for particulate matter (PM_{10}). This Project-related effect is considered a *significant project and cumulative impact.*	S	**Mitigation 9-2.** In addition to those strategies already included in the Design for Development and Planning Code (see above), apply the following emissions control strategies where applicable to Project-facilitated discretionary mixed use, residential, commercial, and cultural development activities within the Project Area in order to reduce overall emissions from traffic and area sources. *Transportation:* ▪ New or modified roadways should include bicycle lanes where reasonable and feasible. ▪ Provide transit information kiosks. ▪ Where practical, employment-intensive development proposals (e.g., retail) shall include measures to encourage use of public transit, ridesharing, van pooling, use of bicycles, and walking, as well as to minimize single passenger motor vehicle use.	City and/or Agency, and individual development applicants	SU

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		▪ Develop parking enforcement and fee strategies that encourage alternative modes of transportation. ▪ Parking lots or facilities should provide preferential parking for electric or alternatively fueled vehicles. ▪ Implement and enforce truck idling restrictions of three minutes. ▪ Require large commercial land uses (e.g., 10,000 square feet or 25 employees) that would generate home-to-work commute trips to implement Transportation Demand Management (TDM) programs. Components of these programs should include the following (also see similar measures in *Mitigation 8-1C* [chapter 8, Transportation and Circulation] of this EIR): - a carpool/vanpool program, e.g., carpool ride-matching for employees, assistance with vanpool formation, provision of vanpool vehicles, etc.; - a transit use incentive program for employees, such as on-site distribution of passes and/or subsidized transit passes for local transit systems;		

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		- a guaranteed ride home program; and/or - a parking cash-out program for employees (where non-driving employees receive transportation allowance equivalent to the value of subsidized parking). *Building and Maintenance:* ▪ Require energy efficient building designs that exceed State Title 24 building code requirements. ▪ Discourage use of gasoline-powered landscape equipment, especially two-stroke engines and motors (which burn and leak oil), for public park maintenance. ▪ Allow only low-emitting fireplaces for residential uses, such as those that burn only natural gas (standard City requirement for multi-family residences). Implementation of these measures would assist in reducing identified Project-related and cumulative impacts on long-term regional PM_{10} emission levels by perhaps 10 to 20 percent; however, since a reduction of over 60 percent would be required to bring Project-related regional PM_{10} emission increases to below		

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		BAAQMD significance thresholds, the Project and cumulative effects on emission levels would represent a *significant unavoidable impact.*		
CULTURAL AND HISTORICAL RESOURCES				
Impact 10-1: Destruction or Degradation of Historical Resources. The Visitacion Valley redevelopment program may cause substantial adverse changes in the significance of one or more identified potential historical resources if future individual development projects do not incorporate measures that ensure project-related changes to historical resources are in accordance with either of the following publications: ▪ Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings*; or ▪ Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.* Substantial adverse changes that may occur include demolition, destruction, relocation, or alteration of one or more resources, such that	S	**Mitigation 10-1.** The following mitigation measures should be considered if proposed changes to a historical resource are not in accordance with the Secretary of the Interior's standards. *(a) Documentation.* In consultation with a Planning Department Preservation Technical Specialist, the individual project applicant shall have documentation of the affected historical resource and its setting prepared. Generally, this documentation shall be in accordance with one of three documentation levels associated with the Historic American Building Survey (HABS) or Historic American Engineering Record (HAER). The Specialist, possibly in consultation with the National Park Service Regional Office, can decide the most appropriate form of documentation, depending on the significance of the affected resource. The three possible documentation level protocols are described under this mitigation in chapter 10 of this EIR.	Individual development applicants	LS or SU

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
the resource is "materially impaired." The significance of a historical resource is considered to be "materially impaired" when a project demolishes or materially alters the physical characteristics that justify the determination of a historical resource's significance (CEQA Guidelines section 15064.5[b]). Such an adverse change to a CEQA-defined historical resource would constitute a *potentially significant impact.*		The agreed-upon documentation shall be filed with the San Francisco History Center at the Main Library, as well as with other local libraries and historical societies, as appropriate. *(b) Oral Histories.* The individual project applicant shall undertake an oral history project that includes interviews of several long-time residents of Visitacion Valley and former employees of the Schlage Lock Factory. This program shall be conducted by a professional historian in conformance with the Oral History Association's *Principles and Standards* (http://alpha.dickinson.edu/oha/pub_eg.html). In addition to transcripts of the interviews, the oral history project shall include a narrative project summary report containing an introduction to the project, a methodology description, and brief summaries of each conducted interview. Copies of the completed oral history project shall be submitted to the San Francisco History Room of the Main Library. *(c) Relocation.* If preservation of the affected historical resource at the current site is determined to be impossible, the building shall, if feasible, be stabilized and relocated to another nearby site appropriate to its historic setting and general environment. A moved building or structure that is otherwise eligible may be listed in the California Register if it was		

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		moved to prevent its demolition at its former location and if the new location is compatible with the original character and use of the historical resource. After relocation, the building's preservation, rehabilitation, and restoration, as appropriate, shall follow the Secretary of the Interior's standards to ensure that the building retains its integrity and historical significance. *(d) Salvage.* If the affected historical resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the individual project applicant shall consult with a San Francisco Planning Department Preservation Technical Specialist and other local historical societies regarding salvage of materials from the affected historic resource for public information or reuse in other locations. Demolition may proceed only after any significant historic features or materials have been identified and their removal completed. *(e) Commemoration.* If the affected historical resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the individual project applicant shall, with the assistance of a Planning Department Preservation Technical Specialist or other professionals experienced in creating historical exhibits, incorporate a display		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		featuring historic photos of the affected resource and a description of its historical significance into the publicly accessible portion of any subsequent development on the site. In addition, the factory machinery in Schlage Plants 1 and 2 should be cleaned and moved to a public space (such as a park or plaza on-site) for public viewing. *(f) Contribution to a Historic Preservation Fund.* If an affected historical resource can neither be preserved at its current site nor moved to an alternative site and is demolished, the project applicant may be eligible to mitigate project-related impacts by contributing funds to the City to be applied to future historic preservation activities, including survey work, research and evaluation, and rehabilitation of historical resources within Visitacion Valley in accordance with the Secretary's Standards. Contribution to the preservation fund would be made only after the documentation, oral history, salvage, and commemoration mitigations specified above had been completed. The details of such an arrangement would be formulated on a case-by-case basis. As part of any such arrangement, the project applicant shall clearly demonstrate the economic infeasibility of other mitigation measures that would mitigate impacts to historical resources, including		

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		preservation, relocation, and project modification. While implementation of this mitigation program would reduce the associated impact on historical resources, the impact would remain *significant and unavoidable.* (NOTE: Relocation is a possible exception. If a historical resource were relocated to a site sufficiently in keeping with its original context, the impact on that resource may be deemed less-than-significant.)		
Impact 10-2: Disturbance of Known Archaeological Resources. New development facilitated by the redevelopment program could disturb the one Native American habitation site (CA-SFR-35) recorded to be in or immediately adjacent to the Project Area. In addition, two other potential archaeological resources may be affected by development of the Schlage Lock site (i.e., Redevelopment Zone 1): the Ralston Shellmound and remains associated with the Union Pacific Silk Manufacturing Company. These possibilities represent a *potentially significant impact.*	S	**Mitigation 10-2.** The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archeology. The archaeological consultant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department to determine project locations and activities that may affect archaeological deposits/features associated with known archaeological resource sites. Project activities determined to potentially affect these resources shall be subject to an archaeological testing program (ATP) as specified under this mitigation heading in chapter 10 of this EIR. In addition, the consultant shall be available to conduct an archaeological monitoring program (AMP) and/or archaeological data recovery program	Individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		(ADRP) and, if necessary, a human remains treatment program and final archaeological resources report (FARR) as specific under this mitigation heading in chapter 10 of this EIR. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the City's Environmental Review Officer (ERO). Implementation of the measures listed above would reduce this impact to a *less-than-significant level.*		
Impact 10-3: Disturbance of Unknown Archaeological Resources. New development facilitated by the redevelopment program in Redevelopment Zone 1 could disturb unrecorded archaeological resources. This possibility represents a *potentially significant impact.*	S	**Mitigation 10-3.** The project applicant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department prior to any development activity on the Schlage Lock site (i.e., Redevelopment Zone 1) and, at the direction of the Planning Department, shall undertake the following measures to avoid any potentially significant adverse impact on possible buried or submerged cultural resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological monitoring program (AMP), and if triggered by the AMP, an archaeological data recovery program (ADRP), human remains treatment program, and/or final archaeological resources	Individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		report (FARR), as specified under this mitigation heading in chapter 10 of this EIR. The archaeological consultants work shall be conducted in accordance with this measure at the direction of the City's Environmental Review Officer (ERO).		
Impact 10-4: Accidental Discovery. New development facilitated by the redevelopment program in Redevelopment Zone 2 could disturb unrecorded archaeological resources. This possibility represents a *potentially significant impact.*	S	**Mitigation 10-4.** For individual development projects in Redevelopment Zone 2, the project applicant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department prior to any development activity and, at the direction of the Planning Department, shall undertake the following measures to avoid any potentially significant adverse impact on possible buried or submerged cultural resources. The project sponsor shall distribute the San Francisco Planning Department archaeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc., firms); and utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the City's Environmental Review Officer (ERO) with a	Individual development applicants	LS

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		signed affidavit from the responsible parties (prime contractor, subcontractors, and utilities firm) to the ERO confirming that all field personnel have received copies of the "ALERT" Sheet. Should any indication of an archaeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken. If the ERO determines that an archaeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archaeological consultant. The archaeological consultant shall advise the ERO as to whether the discovery is an archaeological resource, retains sufficient integrity, and is of potential scientific/historical/ cultural significance. If an archaeological resource is present, the archaeological consultant shall identify and evaluate the archaeological resource. The archaeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted,		

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		specific additional measures to be implemented by the project sponsor. Measures might include: preservation in situ (in place) of the archaeological resource; an archaeological monitoring program; or an archaeological testing program. If an archaeological monitoring program or archaeological testing program is required, it shall be consistent with the City's Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archaeological resource is at risk from vandalism, looting, or other damaging actions. The project archaeological consultant shall submit a Final Archaeological Resources Report (FARR) to the ERO pursuant to the FARR content and distribution requirements described under this mitigation measure in chapter 10 of this EIR. Implementation of this measure would reduce the impact to a *less-than-significant level.*		
Impact 10-5: Disturbance of Paleontological Resources. Although the potential for encountering paleontological resources in the Project Area is considered low, any destruction of existing, unrecorded, unique paleontological resources during	S	**Mitigation 10-5.** If any paleontological resources are encountered during site grading or other construction activities, all ground disturbances shall be halted until the services of a qualified paleontologist can be retained to identify and evaluate the resource(s) and, if	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
earthmoving activities would be a *potentially significant impact.*		necessary, recommend mitigation measures to document and prevent any significant adverse effects on the resource(s), in accordance with standard professional practice. Implementation of this measure would reduce the impact to a *less-than-significant level.*		
HAZARDS AND HAZARDOUS MATERIALS				
Impact 11-1: Potential Impacts Due to Exposure to Existing Soil or Groundwater Contamination--Redevelopment Zone 2. Redevelopment Zone 2 (west of East Bayshore Boulevard) does not have the history of hazardous materials use and related soil and groundwater contamination, investigation, and remediation activity associated with Redevelopment Zone 1. Nevertheless, there is a possibility that Project-facilitated demolition, renovation, and new construction activity in Zone 2 could encounter and expose workers to existing spilled, leaked, or otherwise discharged hazardous materials or wastes. This possibility represents a *potentially significant impact.*	S	**Mitigation 11-1.** Each developer of a site in Redevelopment Zone 2 shall be required to comply with all applicable existing local-, state-, and federal-mandated site assessment, remediation, and disposal requirements for soil, surface water, and/or groundwater contamination. In particular, these include the requirements of the City and County of San Francisco, RWQCB, and DTSC. Previous subsections 11.2.2 (City of San Francisco Hazardous Materials Regulations) and 11.2.3 (Environmental Site Assessment Procedures) herein summarize these requirements. Compliance with these existing local-, state-, and federal-mandated site assessment, remediation, and disposal requirements would be accomplished through the following steps: *(a) Soil Contamination.* In order to mitigate potential health hazards related to construction personnel or future occupant exposure to soil contamination, developers would complete the following steps for each site proposed for	Individual development applicants	LS

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		disturbance as part of a Project-facilitated construction activity in Redevelopment Zone 2: Step 1. Investigate the site to determine whether it has a record of hazardous material discharge (Phase I environmental site assessment), and if so, characterize the site according to the nature and extent of soil contamination that is present (Phase 2) before development activities proceed at that site. Step 2. Based on the proposed activities associated with the future project proposed, determine the need for further investigation and/or remediation of the soils conditions on the contaminated site. For example, if the location is slated for commercial land use, such as a retail center, the majority of the site will be paved and there will be little or no contact with contaminated soil. Industrial clean-up levels would likely be applicable. If the slated development activity could involve human contact with soils, such as may be the case with residential use, then Step 3 should be completed. If no human contact		

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		is anticipated, then no further mitigation is necessary. Step 3. Should the Phase 2 investigation reveal high levels of hazardous materials in the site soils, mitigate health and safety risks according to City of San Francisco, RWQCB, and DTSC regulations. This would include site-specific health and safety plans prepared prior to undertaking any building or utility construction. Also, if buildings are situated over soils that are significantly contaminated, undertake measures to either remove the chemicals or prevent contaminants from entering and collecting within the building. If remediation of contaminated soil is infeasible, a deed restriction would be necessary to limit site use and eliminate unacceptable risks to health or the environment. *(b) Surface or Groundwater Contamination.* In order to reduce potential health hazards due to construction personnel or future occupant exposure to surface water or groundwater contamination, developers would complete the following steps for each site proposed for		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		disturbance as part of a Project-facilitated construction activity in Redevelopment Zone 2: Step 1. Investigate the site to determine whether it has a record of hazardous material discharge into surface or groundwater, and if so, characterize the site according to the nature and extent of contamination that is present before development activities proceed at that site. Step 2. Install drainage improvements in order to prevent transport and spreading of hazardous materials that may spill or accumulate on-site. Step 3. If investigations indicate evidence of chemical/environmental hazards in site surface water and/or groundwater, then mitigation measures acceptable to the RWQCB and DTSC would be required to remediate the site prior to development activity. Step 4. Inform construction personnel of the proximity to recognized contaminated sites and advise them of health and safety procedures to prevent exposure to hazardous		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		chemicals in surface water/groundwater. Compliance by future, individual, site-specific developments in Redevelopment Zone 2 with established regulations (accomplished through the steps outlined above) would adequately assure that associated potential health and safety impacts due to exposure to existing soil and groundwater contamination would be *less-than-significant.*		
HYDROLOGY AND WATER QUALITY				
Impact 12-1: Potential Water Quality Impact Due to Increased Stormwater Runoff. Runoff resulting from redevelopment program-facilitated development would contribute to existing combined sewer overflows from the City's sewer system, particularly into Candlestick Cove from the Harney Way box culvert. Although the City is currently in compliance with the EPA's National Pollution Discharge Elimination System (NPDES) Combined Sewer Overflow (CSO) Policy, these overflows have the potential to degrade water quality within San Francisco Bay. In addition, since the redevelopment program would result in more traffic in the Project Area and vicinity, the deposition of vehicle-generated urban pollutants that could be washed into storm drains and eventually the Bay would likely	S	**Mitigation 12-1A.** To comply with anticipated SFPUC regulations regarding stormwater runoff from Redevelopment Zone 1, the developer(s) shall refine the individual development design(s) for Zone 1 as necessary to: (1) provide retention storage facilities and/or detention treatment facilities as needed to ensure that at least 80 percent of total annual runoff either remains on-site or receives an approved level of water quality treatment before discharge into the combined sewer system; and (2) provide a minimum of 25 percent of the surface of setbacks to be pervious. Implementation of these measures would reduce the water quality impact associated with future development of Zone 1 to a *less-than-significant level.*	Individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
increase. These potential adverse water quality effects represent a *potentially significant impact.*				
		Mitigation 12-1B. Stormwater design requirements similar to those described above for the Zone 1 development shall also be applied to individual infill developments in Zone 2 that meet the proposed SFPUC minimum size criteria. Implementation of these measures would reduce the water quality impact associated with future development of these parcels to a *less-than-significant level.*	City and/or Agency, and individual development applicants	LS
Impact 12-2: Increased Risk of Soil Erosion and Contaminant Spills During Project Remediation and Construction. Excavation required for remediation and construction in the Project Area would create a potential for individual on-site soil erosion, which could lead to increased sediment accumulation in downstream sewer lines and, in the event of a combined discharge (CSO), potentially higher turbidity levels in San Francisco Bay. In addition, remediation and construction activities would introduce the potential for fuel or hazardous material spills. If these materials are washed into the sewer system, they could upset the treatment process at the SEWPCP and, if they are part of a CSO, contribute to pollution in the Bay. This increased risk of soil erosion and contaminant spills represents a *potentially significant impact.*	S	**Mitigation 12-2.** For future development within Zone 1, design requirements and implementation measures for minimizing Project-generated erosion and for controlling fuel/hazardous material spills would be set forth in the Zone 1 SWPPP, in accordance with SWRCB and RWQCB design standards. During construction, the SFDPW would monitor implementation of the approved SWPPP. This plan shall include, at a minimum, the following or similar actions: ▪ Following demolition of existing improvements, stabilize areas not scheduled for immediate construction with planted vegetation or erosion control blankets;	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		▪ Collect stormwater runoff into stable drainage channels from small drainage basins, to prevent the buildup of large, potentially erosive stormwater flows; ▪ Direct runoff away from all areas disturbed by construction; ▪ Use sediment ponds or siltation basins to trap eroded soils before runoff is discharged into on-site channels or the combined sewer system; ▪ To the extent possible, schedule major site development work involving excavation and earthmoving activities during the dry season (May through September); ▪ Develop and implement a program for the handling, storage, use, and disposal of fuels and hazardous materials. The program should also include a contingency plan covering accidental hazardous material spills; ▪ Restrict vehicle cleaning, fueling, and maintenance to designated areas for containment and treatment of runoff; and		

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		▪ After construction is completed, inspect all on-site drainage facilities for accumulated sediment, and clear these facilities of debris and sediment as necessary. Implementation of these measures would reduce the risk of soil erosion and contaminant spills during Project remediation and construction to a *less-than-significant level.*		
NOISE				
Impact 13-1: Project-Facilitated Remediation-, Demolition-, and Construction-Period Noise. Remediation, demolition, and construction activities facilitated by the Project (redevelopment program) could temporarily elevate noise levels at nearby residential and commercial receptors during individual, site-specific project remediation and construction periods. Noise levels at 50 feet from the remediation, demolition, or construction equipment source could reach approximately 105 dBA, resulting in intermittent interference with typical existing residential and business activities, and exceeding the allowable construction and fixed-source noise limits established in the San Francisco Municipal Code (Article 29). This possibility represents a *potentially significant intermittent and short-term noise impact.*	S	**Mitigation 13-1.** Reduce redevelopment program-related individual project remediation-, demolition-, and construction-period noise impacts on nearby residences and businesses by requiring as a condition of demolition and construction permit issuance the incorporation of the conventional noise abatement measures listed under this mitigation in chapter 13 of this EIR into individual contractor agreements. Implementation of these measures would reduce this intermittent, short-term, Project remediation- and construction-period noise impact to a *less-than-significant level.*	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
Impact 13-2: Project-Facilitated Groundborne Vibration Levels. The Project (redevelopment program) would not introduce any sources of groundborne vibration. However, the Project would introduce new development along the Caltrain rail line and along the Muni light rail line. Railroad operations would introduce potential groundborne vibration issues if vibration-sensitive development, such as residences, were proposed close to these operations. Both local and through trains were observed to travel relatively slowly along the segment of the Caltrain/UPRR tracks in the Project Area (through trains were estimated at less than 20 mph). Based on vibration levels measured as a part of the EIR noise analysis, groundborne vibration levels are typically less than the FTA criteria for frequent events (72 VdB) at a distance of approximately 110 feet from the centerline of the nearest railroad tracks. With respect to light rail operations of the Muni T line, which incorporates features such as modified suspensions on the trains and vibration-control track systems, the impact threshold distance for the FTA criteria for frequent events would be 55 feet from the light rail tracks. Therefore, where residential buildings are proposed *within* 110 feet or less of the railroad tracks, or *within* 55 feet or less of the light rail tracks, a *potentially significant intermittent vibration impact*	S	**Mitigation 13-2.** Prior to the development of habitable buildings within 110 feet of the centerline of the nearest railroad tracks, or within 55 feet of the light rail tracks, a site-specific vibration study shall be required demonstrating that groundborne vibrations associated with rail operations either (1) would not exceed the applicable FTA groundborne vibration impact assessment criteria (see Table 13.5 of this EIR), or (2) can be reduced to below the applicable FTA criteria thresholds through building design and construction measures (e.g., stiffened floors). Implementation of this measure would reduce this potential intermittent vibration impact to a *less-than-significant level.*	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
Impact 13-3: Potential Exposure of New, Project-Facilitated Noise-Sensitive Development to Ambient Noise Levels Exceeding Standards. The San Francisco General Plan *Environmental Protection Element/Transportation Noise* section Land Use Compatibility Chart for Community Noise (see EIR chapter 13) indicates that new residential development is considered "normally acceptable" in noise environments of less than 60 dBA L_{dn}, and new retail, open space, and cultural development is considered "normally acceptable" in noise environments of less than 70 dBA L_{dn}. Future noise levels throughout much of the Project Area, especially in the vicinity of the existing Caltrain line and Bayshore Boulevard, would exceed 60 dBA L_{dn}. Residential uses proposed within 75 feet of the Caltrain line and along Bayshore Boulevard would be exposed to noise levels of 70 dBA L_{dn} or higher, exceeding the "normally acceptable" threshold. These possible long-term adverse noise effects would represent a *potentially significant impact.*	S	**Mitigation 13-3.** Site-specific noise studies consistent with the requirements of the State Building Code (SBC) shall be conducted for all new Project-facilitated residential uses within 75 feet of the Caltrain line and along the Bayshore Boulevard frontage to identify appropriate noise reduction measures to be included in project final design. Each noise study must be submitted to and approved by the San Francisco Planning Department and/or the San Francisco Redevelopment Agency prior to City issuance of a residential building permit. Identified noise reduction measures may include: ▪ Site planning techniques to minimize noise in shared residential outdoor activity areas by locating such noise-sensitive areas behind buildings or in courtyards, or by orienting residential terraces to alleyways rather than streets, whenever possible; ▪ Incorporation of an air circulation system in all affected units so that windows can remain closed to maintain interior noise levels below 45 dBA L_{dn}; and ▪ Incorporation of sound-rated windows and construction methods in residential units proposed along streets or the Caltrain line where noise levels would exceed 70 dB L_{dn}.	Individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
		Noise levels at multi-family residential property lines around Project-facilitated development should be maintained at an L_{eq} not in excess of 60 dBA during the daytime hours and 50 dBA during nighttime hours (10:00 PM to 7:00 AM), unless ambient noise levels are higher. In those cases, the existing ambient noise level would be the noise level standard. Implementation of these measures to the satisfaction of the San Francisco Planning Department and/or the San Francisco Redevelopment Agency would reduce potential Project-related noise impacts on new residential uses to a *less-than-significant level.*		
UTILITIES AND SERVICE SYSTEMS				
Impact 15-1: Solid Waste Diversion Impacts. Due to the proposed mid-rise design of many of the Redevelopment Zone 1 buildings and possibly some of the west-side Bayshore Boulevard buildings (e.g., see figures in chapter 3 of this EIR), the Project has the potential to conflict with state-mandated requirements for 50 percent solid waste diversion if residents/tenants find the locations of recycling carts to be too distant or inconvenient. Site and conceptual design plans at this time do not provide enough detail to determine if adequate provisions for recycling will be included in the designs of future buildings associated with the Project-	S	**Mitigation 15-1.** The City and/or Agency shall require that final architectural designs for individual developments permitted in the Project Area indicate adequate space in buildings to accommodate three-bin recycling containers, as detailed under this mitigation in section 15.3 (Solid Waste Disposal/Recycling) of this EIR. The City shall ensure that these provisions are included in Project-facilitated building construction prior to issuance of a Certificate of Occupancy. Implementation of this measure would reduce this impact to a *less-than-significant level.*	City and/or Agency, and individual development applicants	LS

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Impacts	Potential Significance Without Mitigation	Mitigation Measures	Mitigation Responsibility	Potential Significance With Mitigation
facilitated growth increment. If adequate recycling provisions are not specifically required, the Project could conflict with state-mandated waste diversion requirements, representing a *potentially significant impact.*				

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2.5 SUMMARY OF ALTERNATIVES

2.5.1 Identified Alternatives

To provide a basis for further understanding of the environmental effects of the proposed Project and possible approaches to reducing identified significant impacts, and to comply with section 15126.6 of the CEQA Guidelines (Consideration and Discussion of Alternatives to the Proposed Project), chapter 17 of this EIR identifies and discusses six alternatives to the proposed action. The six identified alternatives are summarized below:

- **Alternative 1: No Project--Expected Growth Without the Project.** This alternative is based on San Francisco Planning Department projections of anticipated net new development in the Project Area *without implementation of the proposed redevelopment program.*[1] Under this alternative, no Redevelopment Plan, Design for Development or associated General Plan amendments or Planning Code changes described in EIR chapter 3 (Project Description) would be adopted. Compared to the proposed Project, this alternative is projected to result in approximately 1,577 fewer net residential units, 130,300 fewer net square feet of retail space, 17,000 fewer net square feet of cultural space, and 45,280 *more* net square feet of other commercial space.

  The No Project--Expected Growth Without the Project alternative is consistent with CEQA Guidelines section 15126.6(e)(1), which states, in part, "The purpose of describing and analyzing a no project alternative is to allow decision-makers to compare the impacts of approving the proposed project with the impacts of not approving the proposed project." Section 15126.6(e)(2) explains, in part, "The 'no project' analysis shall discuss the existing conditions at the time the notice of preparation is published…as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services." In addition, CEQA Guidelines section 15126.6(e)(3)(C) concludes, "[T]he [no project] analysis should identify the practical result of the project's non-approval and not create and analyze a set of artificial assumptions that would be required to preserve the existing environment."

  For this EIR, the "existing conditions" referred to in the CEQA Guidelines are the "Setting" sections of each environmental topic chapter (5.1--Land Use Setting, 8.1--Transportation and Circulation Setting, etc.). These "Setting" sections are hereby incorporated into the No Project alternative as the description of existing environmental conditions.

  Pursuant to CEQA Guidelines section 15126.6(e)(2), the No Project alternative in this EIR focuses on "what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services."

- **Alternative 2: Reduced Housing Development in Redevelopment Zone 1.** Primarily as a means of reducing peak-period vehicular trip generation, this alternative would include only 400 residential units and a stand-alone grocery store and retail center in

[1] From the San Francisco Redevelopment Agency and Planning Department's Growth Allocation Data--Option C, October 2006, which predicted the net new development increments that could be expected in the Project Area if no redevelopment program were implemented.

Redevelopment Zone 1. The result would be approximately 850 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

- **Alternative 3: Stand-Alone Grocery Store/Retail Along Bayshore Boulevard South of Visitacion Avenue.** Similar to Alternative 2, Alternative 3 is intended primarily to reduce peak-period vehicular trip generation and would include a stand-alone grocery store and retail center of approximately 70,000 square feet in Redevelopment Zone 1 along Bayshore Boulevard south of Visitacion Avenue. Different from Alternative 2, this alternative would provide approximately 950 (instead of 400) residential units in Redevelopment Zone 1. *Unlike the proposed Project, no housing would be provided on the upper floors of the grocery store and retail center;* the result would be approximately 300 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

- **Alternative 4: Preservation and Re-use of All Schlage Lock Plant 1 Buildings.** The proposed Project proposes the preservation and re-use of Schlage Lock Plant 1 Building A, known as the "Old Schlage Administration Building," as a community center. Consistent with a suggestion of the San Francisco Landmarks Preservation Advisory Board (LPAB), this alternative would preserve and re-use the other two Schlage Lock Plant 1 buildings, known as Building B (Sawtooth Building, 188,050 square feet) and Building C (Ancillary Building, approximately 1,500 square feet), both of which are considered "contributing" to a potential "Schlage Lock Factory Historic Site" (see detailed descriptions in EIR chapter 10, Cultural and Historical Resources). The buildings are located directly south of the Old Office Building (Building A).

  Figure 17.1 identifies the Plant 1 buildings. As suggested by the LPAB, this alternative would preserve and re-use the Sawtooth Building and Ancillary Building as additional community space adjacent to the proposed Old Office Building community center.[1] This alternative would result in roughly 200 (13 percent) fewer net residential units compared to the proposed Project.

- **Alternative 5: No Rezoning on Bayshore Boulevard in Redevelopment Zone 2.** This alternative would implement the proposed redevelopment program as described in the draft Redevelopment Plan and Design for Development, *except the west side of Bayshore Boulevard in Redevelopment Zone 2 would not be rezoned.* The Planning Code designation for these properties would remain "NC-3" Neighborhood Commercial and not be changed to "NC-T" Neighborhood Commercial Transit. Consequently, the building height limit would be 40 feet and not the Project-proposed 55 feet along this portion of Bayshore Boulevard. The result would be approximately 90 fewer net residential units in the Project Area. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

- **Alternative 6: Planning Code Changes But No Redevelopment Plan.** This alternative would implement the Design for Development and associated General Plan amendments and Planning Code changes described in EIR chapter 3, but no Visitacion Valley Redevelopment Plan would be adopted. The Redevelopment Agency would not participate in the Project and would not implement the following proposed redevelopment actions in the

[1] Sarah Dennis, San Francisco Planning Department, Citywide Policy; written communication, September 11, 2007.

Project Area: (1) housing improvement actions, including facilitation of affordable housing units and programs; (2) business revitalization actions, including promotion of existing businesses, attraction of new businesses, and assistance to the private sector (e.g., financing of insurance premiums); and (3) blight elimination actions, including acquisition and/or demolition of blighted properties, rehabilitation of existing structures and improvements, disposal (sale, lease, etc.) of properties to public or private entities, and clean-up of existing hazardous materials.

Because no redevelopment actions would be implemented and all future development and improvements would be undertaken by the private sector alone, this alternative assumes that the Project-facilitated growth described in this EIR (see chapter 3, Project Description) would not occur at an accelerated rate--i.e., would not be completed by the year 2025, but rather would occur at a slower rate, with build-out reached at a later, unspecified time.

For comparison with the proposed Project, it is assumed that, by the year 2025, this alternative would result in approximately 75 percent of the net new residential units and new retail square footage anticipated under the redevelopment program (1,190 vs. 1,585 residential units, and 98,625 vs. 131,500 square feet of retail space). Also, considering that the Redevelopment Agency intends to be the primary catalyst for creating a community center in the vacant "Old Schlage Administration Building" (15,000 square feet), Alternative 6 assumes that this particular project component would not be implemented.

Table 2.2 summarizes the estimated net new development anticipated in the Project Area under each of the six identified alternatives in comparison to the proposed Project.

Table 2.2
SUMMARY OF POTENTIAL NET NEW DEVELOPMENT UNDER THE PROJECT ALTERNATIVES VS. THE PROPOSED PROJECT

	Residential (units)	Retail (s.f.)	Other Commercial (s.f.)[1]	Cultural/Instit./ Educ. (s.f.)[2]
Proposed Project	1,585	131,500	(39,377)[3]	25,000
Alternative:				
1. No Project--Expected Growth	8	1,200	5,908	8,000
2. Reduced Housing in Redevelopment Zone 1	735	131,500	(39,377)	25,000
3. Stand-Alone Grocery Store/Retail	1,285	131,500	(39,377)	25,000
4. Add'l Bldg. Preserv. and Re-use	1,385	131,500	(39,377)	214,550
5. No Rezoning on Bayshore in Redevelopment Zone 2	1,495	131,500	(39,377)	25,000
6. No Redevelopment Plan	1,190	98,625	(39,377)	10,000

SOURCE: San Francisco Redevelopment Agency, San Francisco Planning Department, Wagstaff and Associates; January and May, 2008.

[1] "Other Commercial" includes medical/dental office facilities; offices; and production, distribution, and repair uses (including auto-related).

[2] "Cultural/Institutional/Educational" includes community centers and libraries.

[3] Projected reduction in "Other Commercial" floor area reflects Project intent to facilitate a transition in Project Area commercial use from general commercial to neighborhood-serving retail.

2.5.2 Conclusions Environmentally Superior Alternative

CEQA Guidelines (section 15126[e][2]) stipulates, "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives." The comparison of alternatives in chapter 17 of this EIR indicates that, of the various alternatives evaluated in this EIR other than the No Project--Expected Growth Without the Project alternative, ***Alternative 2: Reduced Housing Development in Redevelopment Zone 1***, would result in the least adverse combination of environmental impacts. This conclusion is based on the following information:

(1) Alternative 2 would result in substantially reduced ***quantitative impacts*** in comparison to the Proposed Project and the other alternatives (other than "No Project") (e.g., traffic generation, air pollution emissions, traffic noise) due to its reduced potential residential development;

(2) Alternative 2 would not result in any additional significant unavoidable environmental impacts compared to the other alternatives; and

(3) Alternative 2 would be substantially consistent with local and regional plans.

2.6 MITIGATION IMPLEMENTATION

For those mitigation measures identified in this EIR that are adopted by the Co-Lead Agencies, a mitigation monitoring program will be undertaken to verify mitigation implementation pursuant to CEQA Guidelines section 15097 (Mitigation Monitoring and Reporting). Implementation of most of the mitigation measures recommended in this EIR could be effectively monitored through normal Redevelopment Agency and City/County development review procedures. However, to satisfy CEQA, a documented record of mitigation implementation will be necessary. Chapter 18 of this EIR includes a suggested Mitigation Monitoring Checklist form for City use in meeting the requirements of CEQA; i.e., in establishing the "who, what, when, and how" aspects for each mitigation measure from this EIR that is ultimately adopted as a condition of project approval.

3. PROJECT DESCRIPTION

This EIR chapter describes the proposed actions or "Project" addressed in this EIR. As stipulated by the CEQA Guidelines, the project description has been detailed to the extent needed for evaluation and review of environmental impacts. In accordance with section 15124 (Project Description) of the CEQA Guidelines, this chapter describes (a) the location and boundaries of the proposed Visitacion Valley redevelopment project area, (b) the basic objectives sought by the proposed redevelopment program, (c) the redevelopment program components and actions proposed to achieve these objectives, (d) the Project-related "future growth scenario" and environmental assessment time frame assumed throughout this EIR, (e) the official approvals required to implement the Project, and (f) the intended uses of this EIR.

Please refer to Table 1.1, Definitions of Key EIR terminology, in chapter 1 (Introduction) of this EIR for definitions of certain key terminology used in this and other chapters of this EIR.

3.1 PROJECT OVERVIEW

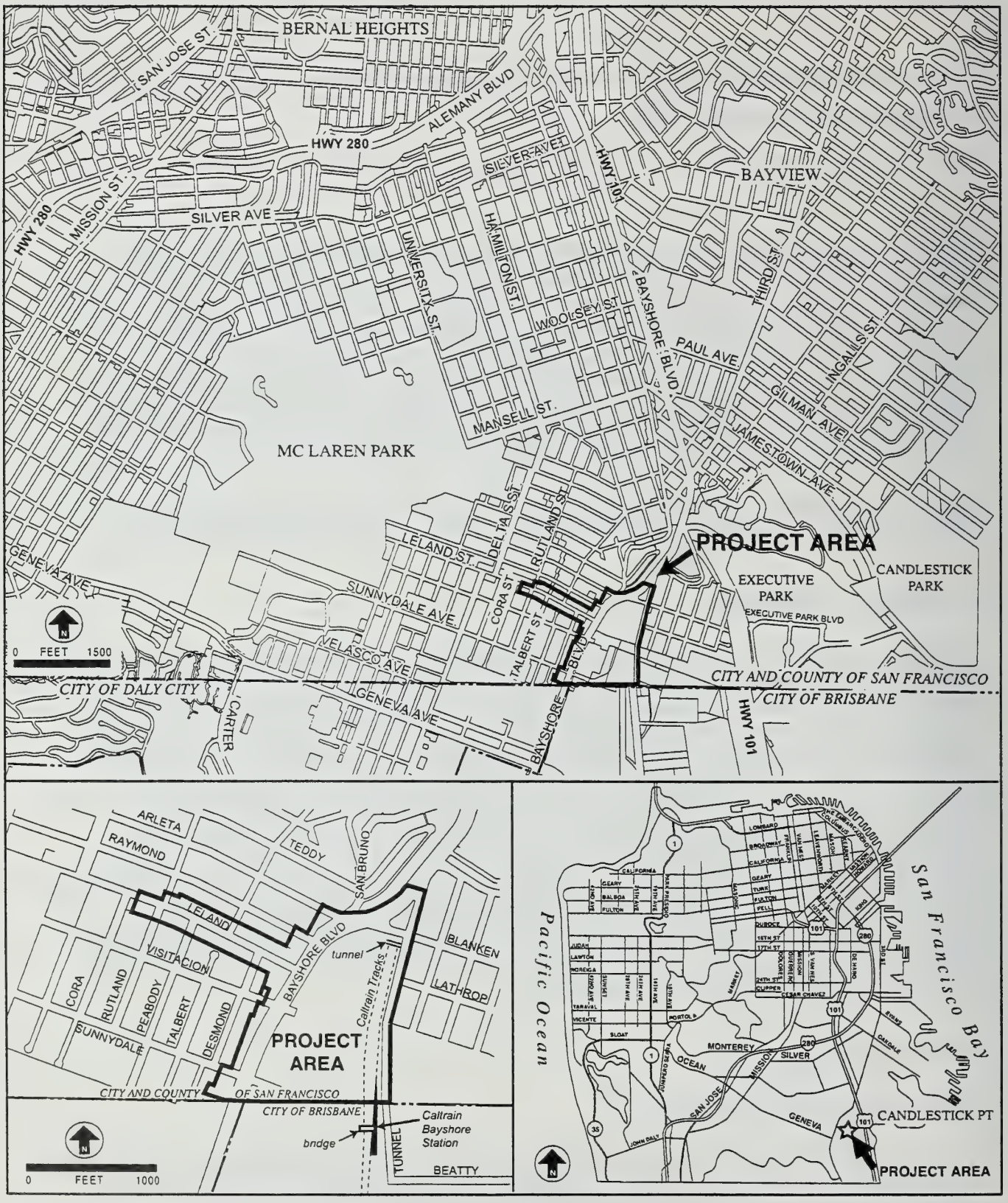
The Redevelopment Agency and Planning Department are proposing to adopt and implement a redevelopment program for San Francisco's Visitacion Valley neighborhood to overcome adverse blighting influences, clean-up and re-use vacant industrial parcels, facilitate housing development near transit , and provide improved neighborhood-serving commercial facilities in Visitacion Valley. The proposed redevelopment program--i.e., the "Project"--includes adoption and implementation of the proposed Redevelopment Plan, Design for Development, General Plan Planning Code map amendments, and other actions to facilitate re-use of the vacant Schlage Lock property and adjacent underutilized industrial properties on the east side of Bayshore Boulevard, and revitalization of properties fronting on the west side of Bayshore Boulevard opposite the Schlage Lock property and properties along the adjacent Leland Avenue commercial corridor. Other Project implementation documents anticipated for Zone 1 in conformity with the Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes include a streetscape and open space plan, infrastructure plan, and master Owner Participation Agreement(s).

3.2 PROJECT LOCATION

3.2.1 Regional and Local Setting

The Project Area is located in the southeastern area of the City and County of San Francisco in the neighborhood of Visitacion Valley. The location of the Project Area within San Francisco and the Visitacion Valley neighborhood is illustrated by Figures 3.1 through 3.3.

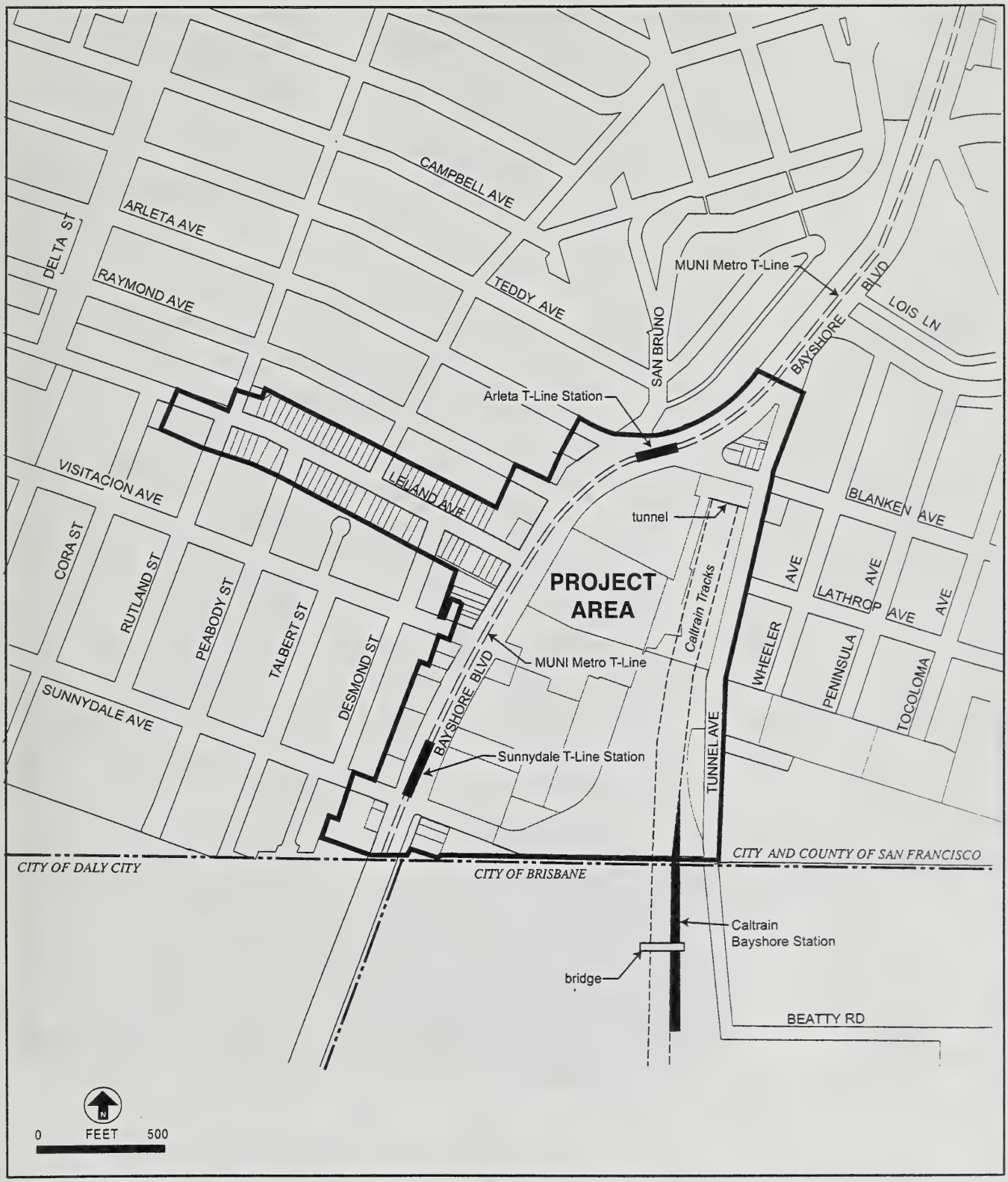
Regional vehicular access to the Project Area is provided by U.S. Highway 101 (U.S. 101) via Bayshore Boulevard (the Bayshore Boulevard-Jamestown Avenue-3rd Street interchange). U.S. 101 extends generally in a north-south direction through the eastern part of the City, linking



SOURCE: Wagstaff and Associates

Figure 3.1

PROJECT LOCATION



SOURCE: Wagstaff and Associates

Figure 3.2

PROJECT AREA AND VICINITY

SOURCE: Wagstaff and Associates, TerraServer

Figure 3.3

AERIAL OF PROJECT AREA AND VICINITY

with the Golden Gate Bridge and Marin County to the north, San Mateo and Santa Clara Counties to the south, and Interstate Highway 80 (I-80), the San Francisco-Oakland Bay Bridge and Alameda County to the east.

Regional access to the Project Area is also provided by the Caltrain Bayshore multi-modal transit station, which has recently been relocated to its current location at the southeast corner of the Project Area (400 Tunnel Avenue).

As illustrated by Figures 3.1 through 3.3, Bayshore Boulevard extends through the Project Area in a generally north-south direction, providing direct vehicular arterial access south to northeastern San Mateo County and the "Baylands" area of the City of Brisbane; north and northeast to U.S. 101 and the Bayview and Hunters Point neighborhoods (via Third Street); and east to Candlestick Park and the Candlestick Point Recreation Area via 3rd Street, Jamestown Avenue, and Gilman Avenue.

An extension of the Muni Third Street Light Rail system (Muni Metro T line) along the Bayshore Boulevard median has been recently completed and is now operational, with local stops at Arleta Avenue and Sunnydale Avenue, and terminating at the city/county line and southern boundary of the Project Area. The multi-track Caltrain/Union Pacific railroad system traverses the eastern edge of the Project Area. A railroad tunnel beneath Bayshore Boulevard exists at the north portion of the Project Area, with a southern opening at (below) Blanken Avenue. The recently relocated Caltrain Bayshore station includes a pedestrian bridge over the tracks with stair/elevator towers on either side designed to ultimately serve the Project Area.

Principal local streets within and through the Project Area include: Leland Avenue, extending west from Bayshore Boulevard and terminating west of Hahn Street; Visitacion Avenue, extending west from Bayshore to connect with Mansell Street to the northwest; Sunnydale Avenue, extending west from Bayshore Boulevard to connect with Mansell Street to the west; and Blanken Avenue, extending from Bayshore Boulevard and under U.S. 101 to connect with Executive Park Boulevard and Candlestick Point (via Jamestown Avenue) to the east.

3.2.2 Project Area Boundaries

Figures 3.1 through 3.3 illustrate the location and boundaries of the Project Area. The Project Area encompasses the Visitacion Valley Survey Area boundary designated by the Board of Supervisors in June 2005 (Resolution 424-05) to initiate the necessary studies and actions required under California Community Redevelopment Law to determine the appropriateness of adopting an associated Redevelopment Plan. The Project Area is comprised of approximately 46 acres extending on both sides of Bayshore Boulevard roughly between Sunnydale Avenue and Blanken Avenue.

The largest consolidated portion of the Project Area includes approximately 20 acres located east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the county line. This subarea is illustrated on Figure 3.2 and includes the vacant former Schlage Lock property and other underutilized industrial lands.

The portion of the Project Area on the west side of Bayshore Boulevard is comprised primarily of neighborhood commercial, light industrial, residential, and mixed use (commercial-residential) parcels fronting on Bayshore Boulevard, and neighborhood commercial, residential, and mixed use (commercial-residential) parcels fronting on both sides of Leland Avenue extending generally to Rutland Avenue.

3.3 PROJECT AREA ENVIRONMENTAL CLEAN-UP STATUS

Within the Project Area on the east side of Bayshore Boulevard, the former Schlage Lock property and adjacent former Southern Pacific property are currently undergoing an environmental clean-up (remediation) process. The process for the two properties, including remedial investigation and clean-up, has been ongoing since the mid-1990s and is continuing. The remedial investigation findings to date indicate that historic uses of the two properties have resulted in soil and groundwater contamination, primarily in the southern portion of the Project Area east of Bayshore Boulevard. The primary identified on-site soil and groundwater contaminants of concern on the two properties are volatile organic compounds (VOC) and metals. The on-going clean-up processes is not the result of the proposed Project (redevelopment program), but the implementation timing for Project-related development plans is dependent upon clean-up of these properties.

The State of California Department of Toxic Substances Control (DTSC) is the designated lead agency for determination and oversight of soil and groundwater clean-up requirements and permissible types of new development on these two Project Area properties. Because there is a commingling of groundwater between the two properties, the two current owners (Ingersoll-Rand and Universal Paragon Corporation) have been conducting required investigation and remedial actions jointly, under DTSC oversight.

The proposed clean-up remedy for the two properties involves a combination of soil and groundwater remediation. The proposed remedy for contaminated soil is excavation, with either on-site treatment or off-site disposal, depending on the measured concentrations of VOCs. It is proposed that soils with high levels of VOCs will be transported off-site for disposal, and soils with low levels of VOCs will be excavated, treated off-site by aeration, and reused on-site. The proposed remedy for contaminated groundwater is on-site treatment of VOCs by injection of a combination of oxidizing and reducing substrates. The substrates would be mixed with water and either directly injected into the groundwater, or applied through trenches constructed specifically for purposes of groundwater treatment.

It is anticipated that all remedial activities, whether for soil or groundwater, will continue to be conducted in accordance with applicable laws and regulations, and in conformance with a remedial design and associated work plans approved by the DTSC.

3.4 PROJECT OBJECTIVES

Since early 2000, the Board of Supervisors, Planning Department and Redevelopment Agency have been conducting a major community-based planning effort to re-examine land use controls and consider other means of revitalizing the City's eastern neighborhoods. The proposed Visitacion Valley redevelopment program objective is to formulate and carry out a set of long-term Project Area revitalization actions aimed at:

- reducing blight;
- facilitating increased private economic investment;
- facilitating re-use of the vacant Schlage Lock property and adjacent underutilized industrial properties;

- facilitating housing development near transit;
- providing improved neighborhood-serving commercial facilities;
- capitalizing upon recent subregional (Muni Metro T line) and regional (Caltrain Bayshore station) transit improvements; and
- generally improving physical and economic conditions that cannot reasonably be expected to be alleviated without redevelopment assistance.

3.5 PROJECT COMPONENTS

The proposed Project--the Visitacion Valley redevelopment program--is comprised of the following interrelated components (actions):

(1) Redevelopment Agency and Board of Supervisors adoption and implementation of the proposed Redevelopment Plan which would establish the redevelopment project area and authorize the Redevelopment Agency to engage in a range of Redevelopment Plan identified redevelopment assistance activities in the redevelopment project area aimed at facilitating increased private investment and development, and identify a new set of land use, circulation, and development controls for the redevelopment project area;

(2) Redevelopment Agency and Planning Commission adoption of the associated, community-derived, Design for Development identifying more detailed development controls and design guidelines for the Project Area;

(3) Planning Commission and Board of Supervisors adoption of amendments to certain *San Francisco General Plan* maps to reflect the Redevelopment Plan and Design for Development proposed land use and development control changes in the Project Area, and a Planning Commission finding that the Redevelopment Plan is in conformity with the General Plan, as revised; and

(4) Planning Commission and Board of Supervisors adoption of related changes to the *San Francisco Planning Code* necessary to facilitate the planned revitalization activity in the Project Area, including changes to permitted land use and building height for parts of the Project Area as identified in the Redevelopment Plan and Design for Development.

These four project components are described in more detail in section 3.6 (Proposed Redevelopment Plan), 3.7 (Proposed Design for Development), 3.8 (Proposed General Plan Amendments), and 3.9 (Proposed Planning Code Changes) which follow. The actual sequence of specific Planning Commission, Redevelopment Agency and Board of Supervisors approval requirements, actions and documents necessary to implement these four Project components is described in section 3.12 (Project Approval Requirements) herein.

3.6 PROPOSED REDEVELOPMENT PLAN

3.6.1 Redevelopment Plan Authorization and Limitations

The proposed Redevelopment Plan would designate the current Survey Area as a redevelopment project area and establish a policy framework and associated financial mechanism to implement blight elimination and economic revitalization activities within the proposed redevelopment project area through use of authority granted by California Community Redevelopment Law (Part 1 of Division 24 of the State Health and Safety Code).

California Community Redevelopment Law powers may be used only in generally urbanized areas where blighted conditions exist which "cannot reasonably be expected to be reversed or alleviated by private enterprise or governmental action, or both, without redevelopment."

California Community Redevelopment Law authorizes the use of tax increment financing as a primary funding mechanism for redevelopment. Tax increment financing allows a redevelopment agency to designate redevelopment project areas which meet specific "blight" and other economic and physical criteria, and to then receive a portion of future property tax revenue growth (or "tax increment") that arises from future development and associated increases in property value within the designated redevelopment project area boundaries.[1] A portion of the property tax revenue growth is also forwarded in the form of state-mandated "pass-throughs" to various other taxing entities, such as local school and community college districts, which continue to accrue property taxes within the redevelopment project area.

After the pass-through revenues are forwarded to these other taxing entities, the remainder of the property tax revenue increment may be allocated to the redevelopment agency to support the costs of implementing the redevelopment program. The redevelopment agency may use these remaining future tax increments to pay costs directly, or it may borrow funds or issue bonds that are supported by these future tax increment revenues.

3.6.2 Redevelopment Plan Goals and Objectives for the Project Area

The proposed Redevelopment Plan component of the Project is designed to achieve the following more specific goals and objectives for the Project Area formulated in conjunction with the Visitacion Valley Citizen's Advisory Committee ("CAC") and members of the community at large in the Spring of 2007[2]:

- Goal 1: Create a livable, mixed urban community that serves the diverse needs of the community and includes access to public resources and amenities.

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[1] Adoption of a redevelopment plan or plan amendment, and establishment of the tax increment funding mechanism, do not change the property tax rate payable by project area property owners, but instead reallocate to the agency a portion of the property taxes arising from future growth in project area property values.

[2] *Redevelopment Plan for the Visitacion Valley Redevelopment Project*, Draft for Public Review, ("Draft Redevelopment Plan") prepared by the San Francisco Redevelopment Agency, May 12, 2008; pages 9 through 12; and *Visitacion Valley Redevelopment Plan Adoption Preliminary Report* ("Preliminary Report"), prepared by Seifel Consulting, Inc., for the San Francisco Redevelopment Agency; January 9, 2008; pages VI-1 through VI-4.

Objectives:

- Attract a grocery store and provide a variety of retail options to serve a multi-cultural, multi-generational community at a range of incomes.
- Provide for the expansion of local public services such as a new library, police sub-station, and fire department facilities.
- Provide high quality public infrastructure that serves as a model of sustainable design.
- Create opportunities for the old Schlage Office Building to serve in the Project Area as a landmark that can be used for a variety of civic purposes.
- Attract educational facilities including job training, English as a Second Language classes, City College extension, arts programs, and multi-cultural resources.
- Promote neighborhood-serving retail to provide residents and workers with immediate walking access to daily shopping needs.

- Goal 2: Encourage, enhance, preserve, and promote the community and City's long term environmental sustainability.

  Objectives:

  - Facilitate the clean-up, redesign, and development of vacant and underutilized properties in the Project Area.
  - Protect human health by ensuring that toxics clean up be the primary consideration in the planning and phasing of new development.
  - Promote environmentally sustainable building practices in the Project Area so that the people, the community and ecosystems can thrive and prosper.
  - Promote, encourage, and adopt design and construction practices to ensure durable, healthier, energy and resource efficient, and/or higher performance buildings and infrastructure that help to regenerate the degraded urban environment.
  - Design Green streets and sidewalks to contribute to the sustainability of the Project Area.
  - Ensure that development balances economics, equity, and environmental impacts and has a synergistic relationship with the natural and built environments.

- Goal 3: Create [a] pedestrian-oriented environment that encourages walking as the primary transportation mode within the Project Area.

  Objectives:

  - Connect the neighborhood through the creation of new streets and multi-use paths throughout the Schlage site linking Visitacion Valley to Little Hollywood.
  - Access into the Schlage site shall be fully public accessible and designed as an extension of the block pattern of the surrounding community.
  - Construct pedestrian-friendly streets throughout the Project Area to promote and facilitate easy pedestrian travel.

- Ensure [that] new buildings have multiple residential entrances and/or retail at the street level to contribute to sidewalk activity.
- Improve pedestrian safety along Bayshore Boulevard with intersection improvements and traffic calming.

- Goal 4: Encourage the use of alternative modes of transportation by future area residents, workers and visitors and support the development of the Caltrain Station as a major multi-modal transit facility.

  Objectives:

  - Encourage development that promotes the use of public transit, car pooling, shuttles, bikes, walking, and other alternatives to the privately-owned automobile.
  - Contribute to regional connectivity of the greater Visitacion Valley area, particularly with the Baylands of Brisbane.
  - Coordinate with local and regional transportation and planning agencies to facilitate rights-of-way connectivity and access to public transportation.
  - Enhance the attractiveness, safety, and functionality of transit stop locations within the Project Area.
  - Encourage new buildings on adjacent parcels to include safe pedestrian connections to the Caltrain facility.
  - Minimize the number of curb cuts in new developments, and encourage common parking access where feasible.

- Goal 5: Create well-designed open spaces that enhance the existing community and new development.

  Objectives:

  - Create new parks, greenways, boulevards, and plazas which contribute to the existing open space network and serve the diverse needs of a mixed-use community.
  - Publicly accessible open spaces should incorporate design elements of the Visitacion Valley Greenway in order to express a cohesive, creative and unique neighborhood character.
  - Design new open spaces and streets to contribute to the sustainability of the infrastructure serving the Project Area, including treatment of stormwater, and the creation and maintenance of urban habitat.
  - Provide opportunities for ongoing community involvement in the parks through environmental education, interpretation and other active programming.
  - Include pedestrian walkways and destination points such as small plazas that create a sense of place.
  - Incorporate local art by local artists in the design of public places.
  - Create [a] financing mechanism to ensure the long-term maintenance of parks and streetscapes.

- Goal 6: Develop new housing to help address the City's and the region's housing shortfall, and to support regional transit use.

  Objectives:

  - Avoid the displacement of any residents.
  - Assist with the preservation and rehabilitation of existing affordable housing.
  - Facilitate the construction of new housing for a range of income levels and household sizes.
  - Increase the local supply of well-designed affordable housing for low-income and moderate-income working individuals, families, and seniors.
  - Develop housing to capitalize on transit-oriented opportunities within the Project Area.

- Goal 7: Establish the Project Area and surrounding neighborhoods as a gateway to the City of San Francisco.

  Objectives:

  - Use thoughtful design that complements and integrates the existing architectural character and natural context of Visitacion Valley.
  - Ensure that buildings reflect high-quality architectural, environmentally sustainable building and urban design standards.
  - Incorporate local historical, ecological, cultural and artistic elements in the designs of buildings, streetscapes, and parks.
  - Improve the district's identity and appearance through streetscape design.
  - Increase the economic viability of small businesses in the Project Area by providing an attractive, pedestrian-friendly street environment.
  - Design housing and public spaces to be family- and multi-generational oriented.
  - Facilitate the preservation, rehabilitation, and seismic retrofitting of historic buildings and landmarks.
  - Design streets, parks, and building facades to provide adequate lighting and visual connectivity to promote public safety.

- Goal 8: Encourage private investment by eliminating blighting influences and correcting environmental deficiencies.

  Objectives:

  - Assemble and re-subdivide vacant industrial parcels in order to create buildable parcels and provide block patterns that integrate with the architectural character of the existing community.
  - Incorporate a mix of uses into the new development within the Project Area, particularly the Schlage site, including different types of housing, retail and community services.

- New development should take advantage of the transit proximity and be designed as a compact, walkable, mixed use community.
- Provide economic opportunities for current Visitacion Valley residents and businesses to take part in the rebuilding and revitalization of the community.
- Provide opportunities for participation of property owners in the redevelopment of their own properties.
- Strengthen the economic base of the community through commercial functions in the Project Area, and attract citywide attention to the district through events, media campaigns, and district-wide advertising.
- New development should relate to Leland Avenue and help revitalize the neighborhood's traditional main street with local business development.
- New retail is a critical component of the Project on the Schlage site, and should also support and contribute to the existing retail corridors on Leland Avenue and Bayshore Boulevard.

3.6.3 Redevelopment Plan Parameters

Adoption of the proposed Redevelopment Plan would authorize the Redevelopment Agency to: (1) establish the approximately 46-acre Project Area as a redevelopment project area; (2) incur debt for purposes of financing its activities in the Project Area for a period of 20 years from Redevelopment Plan adoption; (3) apply eminent domain in the Project Area (for non-residential property only) for a period of 12 years from Plan adoption; (4) implement redevelopment actions in the Project Area for a period of 30 years from Plan adoption; and (5) receive a portion of future property tax revenue growth ("tax increment") from the Project Area for a period of 45 years. The proposed Redevelopment Plan time and financial limits are listed below, assuming Redevelopment Plan adoption in 2008:

Anticipated Redevelopment Project Area:	46 acres (approximately)
Anticipated Redevelopment Plan Adoption Date:	2008
Anticipated Time Limits:	
Incurring Debt	2028
Eminent Domain authority (for non-residential property only) in the Project Area	2020
Project Activities (redevelopment actions)	2038
Tax Increment Receipt	2053

3.6.4 Redevelopment Plan Proposed Actions

Adoption of the proposed Redevelopment Plan would authorize the Agency to use powers available under Community Redevelopment Law and other law to implement actions such as, but not limited to, the following:[1]

- Providing very low-, low- and moderate-income housing, including supportive housing for the homeless;
- Preserving the availability of affordable housing units assisted or subsidized by public entities, which are threatened with conversion to market rates;
- Requiring the integration of affordable housing sites with sites developed for market rate housing;
- Assisting the development of affordable and supportive housing by developers;
- Promoting the retention, improvement, and expansion of existing businesses and attraction of new businesses and the provision of assistance to the private sector, if necessary;
- Providing relocation assistance to residents and/or eligible business occupants displaced from property in the Project Area by Agency actions;
- Providing for participation in redevelopment by owners presently located in the Project Area and extending preferences to business occupants and other tenants within the Project Area;
- Acquiring land or building sites;
- Demolishing or removing certain dilapidated or otherwise blighted buildings and improvements;
- Constructing buildings or structures;
- Improving land or building sites with on-site or off-site improvements;
- Encouraging the rehabilitation of structures and improvements by present owners or their successors;
- Disposing of property by sale, lease, donation or other means to public entities or private developers for uses in accordance with this Redevelopment Plan;
- Financing insurance premiums pursuant to CRL Section 33136;
- Developing plans, paying principal and interest on bonds, loans, advances or other indebtedness or paying financing or carrying charges; and
- Remedying or removing a release of hazardous substances on, under, or from property within the Project Area.

[1]Preliminary Report, pages VI-8, VI-10 and VI-14.

3.6.5 Redevelopment Plan Proposed Land Use and Development Controls

The adopted Redevelopment Plan would be the primary controlling document with regard to future land use and development in the Project Area. Draft Redevelopment Plan section 5, Land Use and Development Controls, stipulates that all real property in the Project Area would be subject to the requirements of the proposed Redevelopment Plan and the proposed Design for Development (as adopted pursuant to the Redevelopment Plan).

For land use and development control purposes, the Redevelopment Plan divides the Project Area into two redevelopment districts: "Redevelopment Zone 1" or "Zone 1" located east of Bayshore Boulevard, and "Redevelopment Zone 2" or "Zone 2" located primarily west of Bayshore Boulevard. The two zones are illustrated on Figure 3.4.

Zone 1 represents the portion of the Project Area considered for significant reuse. Zone 1 also corresponds to the primary planning area of the 2002 Concept Plan and is referred to as the "Concept Plan subarea" in the 2007 NOP and 2008 Preliminary Report. The approximately 20-acre Zone 1 area includes the vacant Schlage Lock property and the adjacent former Southern Pacific Railroad property, lands now owned by the Ingersoll Rand Company, Universal Paragon Company and Union Pacific Railroad.

Zone 2, totaling approximately 26 acres includes existing commercial, light industrial, residential and mixed use (commercial-residential) properties fronting on Bayshore Boulevard opposite the former Schlage Lock property, and the Leland Avenue commercial corridor, comprised of neighborhood commercial, residential and mixed use (commercial-residential) properties fronting on both sides of Leland Avenue extending to and partially beyond Rutland Street.

The Redevelopment Plan includes a detailed set of new land use and development controls for Zone 1, to be clarified under the City's Planning Code, and delegates entitlement authority for Zone 2 to the Planning Department, deferring to existing Planning Code land use controls.

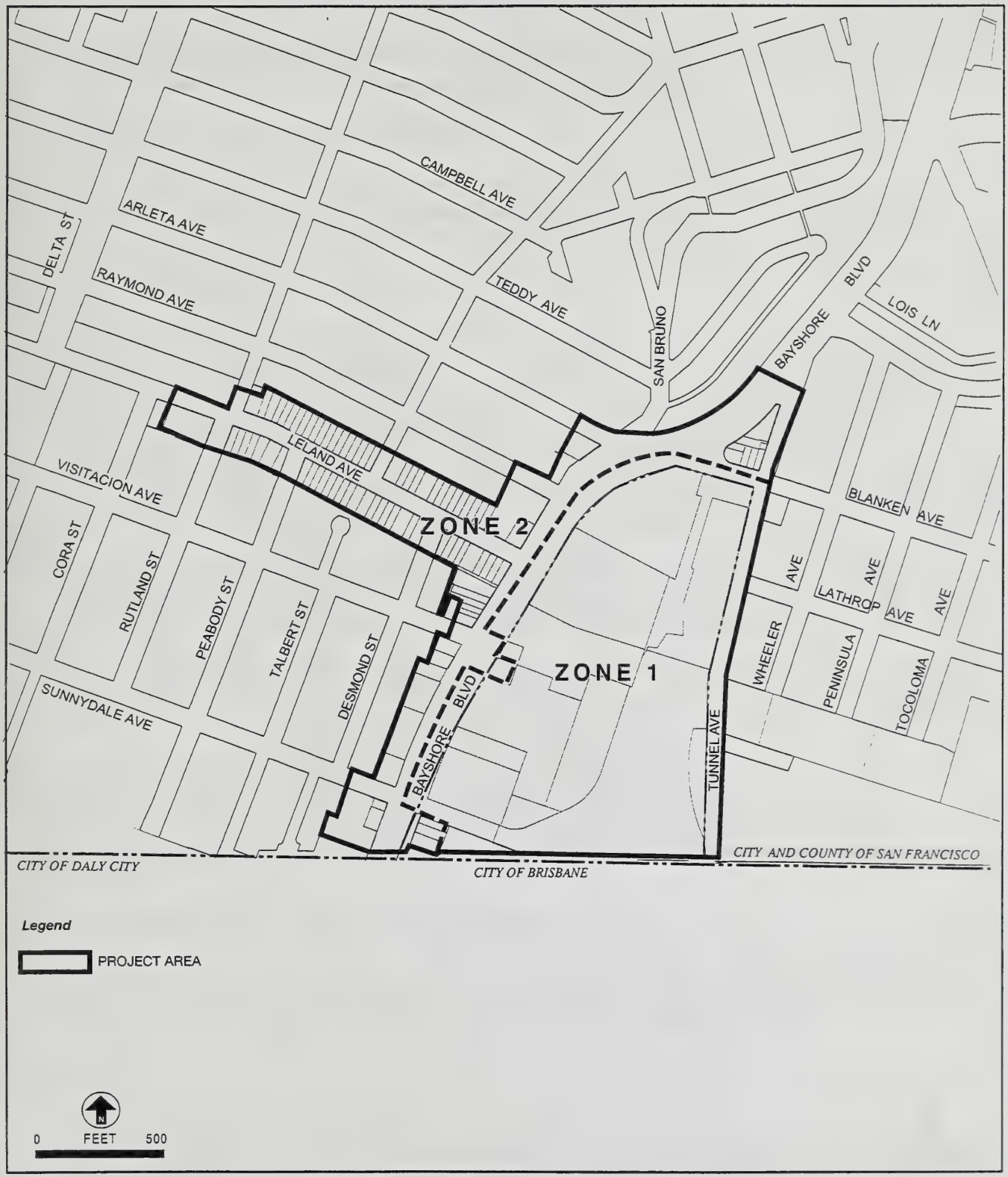
Redevelopment Plan section 5 describes the following:

- ***permitted land uses for Zone 1***, which are illustrated on Figure 3.5 (Proposed Redevelopment Plan Land Use Districts), and include Mixed Use Residential, Mixed Use Commercial, Open Space and Railroad Right-of-Way districts);

- ***permitted land uses for Zone 2***, which are as permitted by the General Plan and Planning Code as they now exist or as they "may be amended from time to time in the future";

- ***public facilities improvements*** in the Project Area, referring to the Design for Development provisions for open space and public and semi-public uses, street layout, and other common improvement requirements to be imposed on future development;

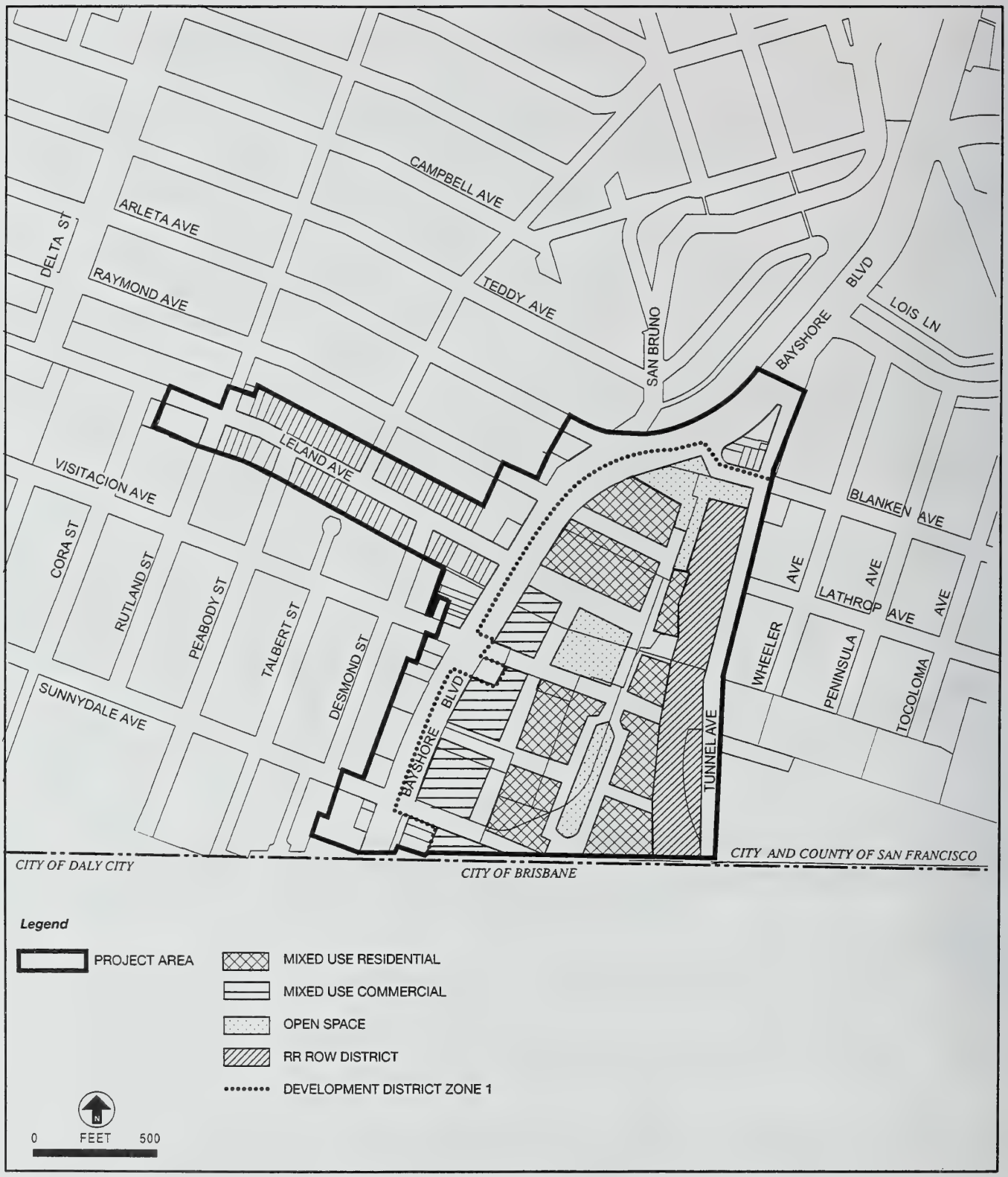
- ***standards and procedures for development in the Project Area***, again referring to the Design for Development, including the Design for Development controls on the type, height, size and use of buildings in Zone 1 and Zone 2, maximum number of buildings in the Project Area (approximately 500), maximum number of dwelling units in the Project Area (approximately 1,800), parking requirements, land coverage, and signage; and



SOURCE: Redevelopment Agency

Figure 3.4

PROPOSED "REDEVELOPMENT ZONES"



SOURCE: Redevelopment Agency

Figure 3.5

PROPOSED REDEVELOPMENT PLAN LAND USE DISTRICTS

- ***environmental sustainability*** requirements, referring to the Design for Development specific standards for sustainable building design and construction.

3.6.6 Proposed Redevelopment Strategy

The draft Redevelopment Plan also describes an overall "redevelopment strategy" to be authorized with Plan adoption in order to eliminate blight, facilitate and construct affordable housing, provide community enhancements, and support local economic development in the Project Area.[1] The proposed redevelopment strategy includes the following categories of economic development projects and activities:

- ***affordable housing production***, which is a fundamental purpose of redevelopment under California Community Redevelopment Law (CRL), through dedication of redevelopment funds for the production (facilitation and construction) of affordable housing within and outside the Project Area "consistent with the City's Consolidated Housing Plan and General Plan," to meet specific CRL-specified housing affordability goals, housing affordability levels, affordable housing participation policies, inclusionary housing policies, tax increment commitment requirements, and replacement housing requirements, as well as the Agency's own occupancy preference criteria (affordable housing availability order of priority);

- ***economic development and community enhancement programs*** (non-housing) to promote business and job growth within the Project Area, to be carried out by the Agency in conjunction with other community-based organizations and City agencies; and

- ***community enhancement programs*** (non-housing) to promote revitalization of the Project Area, to be carried out by the Agency and, as appropriate, other City, regional and state agencies.

The types of specific redevelopment activities anticipated by the Agency to carry out each of these three programs are described in sections 3.6.7 (Anticipated Affordable Housing Production Activities), 3.6.8 (Anticipated Non-Housing Economic Development Program Activities) and 3.6.8 (Anticipated Community Enhancement Program Activities) of this EIR, which follow.

3.6.7 Anticipated Affordable Housing Production Activities

The January 2008 Preliminary Report describes the following types of specific ***affordable housing production*** activities anticipated by the Agency with adoption of the Redevelopment Plan to carry out the affordable housing goals and objectives of the plan[2]:

General:

- Ensure that affordable housing production in the Project Area exceed Community Redevelopment Law mandates by requiring that 25% of all units produced within the Project Area be affordable to, and occupied by, persons or families of extremely low-, very low-,

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[1]Draft Redevelopment Plan; May 12, 2008; page 27.

[2]Preliminary Report, pages VI-8, VI-10, and VI-14.

low-, or moderate-income, utilizing the San Francisco Median Income as the point of reference.

- Encourage mixed-use development that incorporates mixed-income residential development in the Project Area, including the production of approximately 400 affordable housing units.
- Promote the improvement, increase, and preservation of affordable housing, both rental and ownership, in the Project Area and surrounding community.
- Require the construction of inclusionary housing units on-site, at affordability levels below the City maximums set by Planning Code section 315.
- Commit at least 50% of tax increment revenue to affordable housing programs over the life of the Redevelopment Plan.
- Encourage energy conservation measures in the development of new housing units.
- Conduct local marketing and outreach for affordable rental and home ownership opportunities within the Project Area.

Rental/Multi-Family Housing:

- Require that the maximum income eligibility for rental housing to 50% of AMI[1] in order to make these units available to extremely low- through low-income households.
- Provide financial assistance to private developers constructing affordable housing in the Project Area. Facilitate the construction of affordable housing projects through land acquisition and disposal to developers.
- Focus new development efforts on transit-oriented mixed-income projects.
- Provide planning and financial assistance for a range of supportive housing options for the community's low-income aging population.
- Establish occupancy preference prioritizing persons and households of high need for Agency assisted housing opportunities.
- Provide assistance for supportive housing programs for lower and moderate income special needs populations in the community.
- Provide planning and financial assistance for the development of lower income family housing with affordable large multi-bedroom units.

Homeownership Programs:

- Require that the maximum income eligibility for ownership housing units to 100% of AMI in order to make these units available to low- and moderate-income households, with a goal of achieving an average affordability level of 85% of AMI for owner occupied units.

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[1]AMI = San Francisco Area median income, based on a HUD formula--see section 6.2.1, Regional Housing Needs Determination) in chapter 6 (Population and Housing) of this EIR.

- Provide technical assistance to low- and moderate-income homeowner households purchasing new ownership units within Project Area.

- Facilitate the provision of homeownership opportunities to moderate-income residents with an emphasis on first time homeowners.

3.6.8 Anticipated Economic Development Program Activities

The January 2008 Preliminary Report also describes the following types of ***economic development program*** implementation activities anticipated by the Agency with adoption of the Redevelopment Plan to carry out the associated goals and objectives of the plan:

Planning and Development:

- Develop design guidelines to promote improved retail spaces and provide positive contributions to the Project Area. Facilitate design guideline implementation by the San Francisco Planning Department.

Site Preparation and Development:

- Provide assistance to land owners in assessing potential hazardous materials on brownfield sites, particularly the Concept Plan Sub-area site [Zone 1]. Assist in mapping and subdivision as well as planning and/or remediation of hazardous materials and contaminants.

- Provide assistance in the removal of unsafe, hazardous buildings or other unsafe, hazardous structures, such as those at the Schlage Lock facility.

Economic Revitalization:

- Encourage revitalization of existing businesses and vacant commercial space by providing technical assistance in collaboration with other City agencies and community-based organizations.

- Develop a program to link business tenants with available space and facilitate the flow of information on leasable space to merchants, property owners and residents in order to encourage business attraction and expansion.

- Develop a façade design and tenant improvement program for existing businesses along Leland Avenue and Bayshore Boulevard.

- Support the efforts of organizations such as the Visitacion Valley Business Outreach & Opportunity Merchants (VVBOOM) to revitalize the village center (Leland Ave and Bayshore Blvd) through street festivals, community marketing campaigns, and neighborhood safety initiatives.

- Develop local hiring and equal opportunity programs, particularly focusing on new construction, professional services and retail jobs.

- Facilitate community efforts to increase the availability of neighborhood serving retail, particularly the attraction of a full-service grocery store.

- Provide assistance for preservation of historic structures and lead abatement.

- Ensure a relationship between new stores in the Concept Plan Sub-area [Zone 1] and the existing retail corridor on Leland Avenue in order to revitalize the central shopping area.

- Investigate options for funding merchant efforts and physical improvements, such as stronger merchants associations and the creation of a Community Benefits District and/or an assessment district. Provide assistance with implementation of the selected option(s).

3.6.9 Anticipated Community Enhancement Program Activities

The January 2008 Preliminary Report also describes the following types of ***community enhancement program*** implementation activities with adoption of the Redevelopment Plan to carry out the associated goals and objectives of the plan:

Public Infrastructure and Facilities:

- Carry out streetscape improvements for Leland Avenue, Bayshore Boulevard, and Tunnel Avenue including enhanced landscaping, lighting signage and traffic calming where needed.

- Facilitate the development of cultural, educational, and/or community facilities such as classroom space, library, daycare, job training centers, and community meeting rooms, particularly taking advantage of the old Schlage Office Building.

- Provide assistance to community and public art programs.

- Initiate a graffiti abatement, trash removal, and street and sidewalk cleaning program in the Program Area.

- Create space for street amenities such as pedestrian-scale lighting and trees by undergrounding power and telephone lines along Leland Avenue.

- Provide assistance for preservation of historic buildings and structures, including their rehabilitation and seismic strengthening.

- Assist community efforts to remove unsightly billboards in the Project Area.

- Assist in constructing new infrastructure in the Concept Plan Sub-area, emphasizing sustainable design.

Circulation:

- Provide new streets and pedestrian pathways to serve new development parcels in the Project Area.

- Develop pedestrian-oriented Streetscape Plans for new roadways on the Concept Plan Sub-area site [Zone 1] and facilitate improvements to existing streets.

- Assist City departments in implementing pedestrian and bicycle safety programs including street and sidewalk improvements, traffic calming projects and expansion or improvement of the local bicycle network.

- Identify the level of need, appropriate locations and key opportunities for innovative parking strategies.

- Improve the safety, pedestrian-orientation and look of Bayshore Boulevard through traffic calming and enhanced sidewalks.

- Develop and install signs and public art displays at the Leland/Bayshore intersection in order to establish it as a "gateway" to the neighborhood.

- Install "bulb-outs" at certain street corners to improve pedestrian safety and create space for sidewalk amenities such as plants, bicycle racks, and public art.

Public Open Space:

- Assist with the construction of three new public parks on the Schlage Lock site.

- Provide assistance to the Department of Public Works in the construction of improved, landscaped street corridors.

- Develop family-oriented, pedestrian-friendly destinations for leisure and shopping, such as small plazas.

- Facilitate community efforts to extend the Leland Avenue-McLaren Park greenway through the Concept Plan Sub-area [Zone 1] to the Caltrain Station.

3.7 PROPOSED DESIGN FOR DEVELOPMENT

In January of 2008, following a series of community workshops conducted between August 2006 and August 2007, the Redevelopment Agency and Planning Department released a comprehensive draft set of proposed development controls and design guidelines for the Project Area, entitled *Visitacion Valley/Schlage Lock Design for Development*[1] ("Design for Development"). The Design for Development is intended to be a companion document to the proposed Redevelopment Plan. The Design for Development contains specific development controls and design guidelines which incorporate, expand upon and refine the land use circulation and urban design concepts identified in the draft Redevelopment Plan, 2002 Concept Plan and 2006 *Leland Avenue Street Design Project*. The development controls and design concepts described in the Design for Development, in combination with the proposed underlying General Plan amendments and Planning Code changes, are intended to regulate future land use and development within the Project Area.

[1]San Francisco Planning Department and San Francisco Redevelopment Agency, *Visitacion Valley/ Schlage Lock Design for Development, Draft for Public Review*, January 2008 ("Design for Development").

3.7.1 Design for Development "Urban Design Framework"

The Design for Development first describes an urban design framework for Redevelopment Zones 1 and 2, upon which the Plan's more detailed development controls and design guidelines are based. The overall vision for redevelopment of the two Redevelopment Zones calls for creation of a "vibrant, mixed use community including new retail, residential uses and open space areas integrated with the existing community, and designed to the highest levels of design and environmental quality."[1] The Design for Development states that "new mixed use development will continue Leland Avenue's retail energy into the Schlage site, and a range of housing opportunities will bring new residents to the neighborhood, increasing safety and activity."[2] Similar to the 2002 Concept Plan, the Design for Development states that "Visitacion Valley's east/west streets will continue across Bayshore Boulevard into the Schlage Lock site and integrate the site with the larger Visitacion Valley neighborhood."[3]

The Design for Development "Urban Design Concept Plan," incorporating these themes, is illustrated on Figure 3.6. Similar to the 2002 Concept Plan, development within the Zone 1 (the Schlage Lock site and adjacent properties) would contain a mid-sized grocery store, ground floor retail at specific locations, and housing of various sizes and affordability levels throughout the zone, as well as new parks and preservation and conversion of the "Old Schlage Lock Administration Building" on Blanken Avenue as a new community center.

Land uses along Bayshore Boulevard and Leland Avenue in Zone 2 would generally be ground floor commercial with residential uses above the first story consistent with the current development pattern.

The Design for Development also describes a proposed "ideal building form that ranges in height from three to eight stories throughout the site,"[4] with "frequent breaks in [building] facades to reduce apparent building mass and bulk."[5] Three residential building types are envisioned:

- mid-rise podium buildings providing higher density multi-family units at limited locations;
- courtyard podium buildings where housing units encircle a common open space; and
- attached row house units.

The existing building height limitations for the Project Area under current zoning (San Francisco Planning Code, Zoning Map of the City and County of San Francisco, Sheet HT10, Height and Bulk Restrictions) are illustrated on Figure 3.7. The building height limitations ("height zones") proposed for the Project Area in the draft Design for Development are illustrated on Figure 3.8

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[1]Draft Design for Development, page 16.

[2]Design for Development, page 16.

[3]Design for Development, page 16.

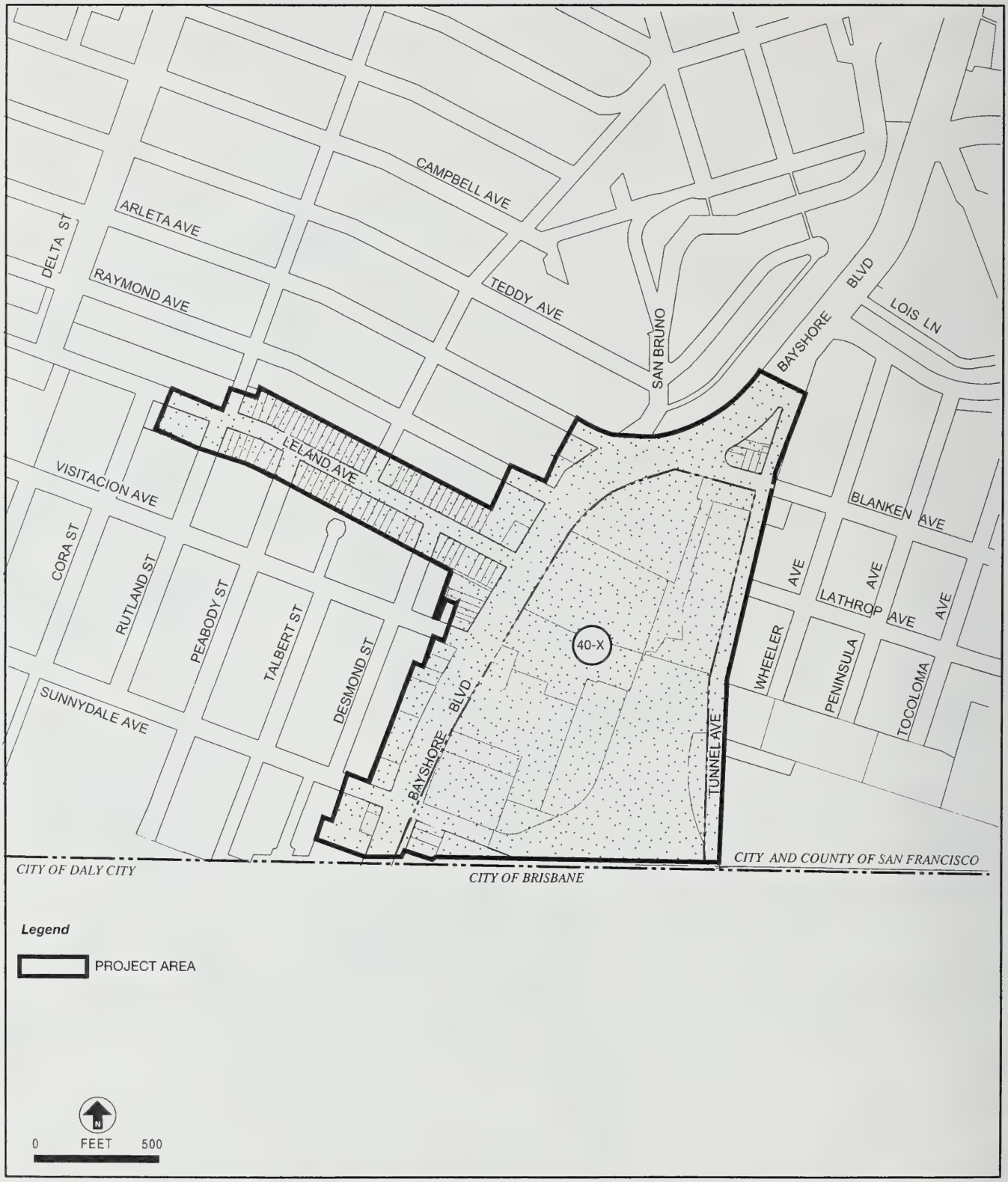
[4]Design for Development, page 20.

[5]Design for Development, page 20.

SOURCE: Van Meter Williams Pollack

Figure 3.6

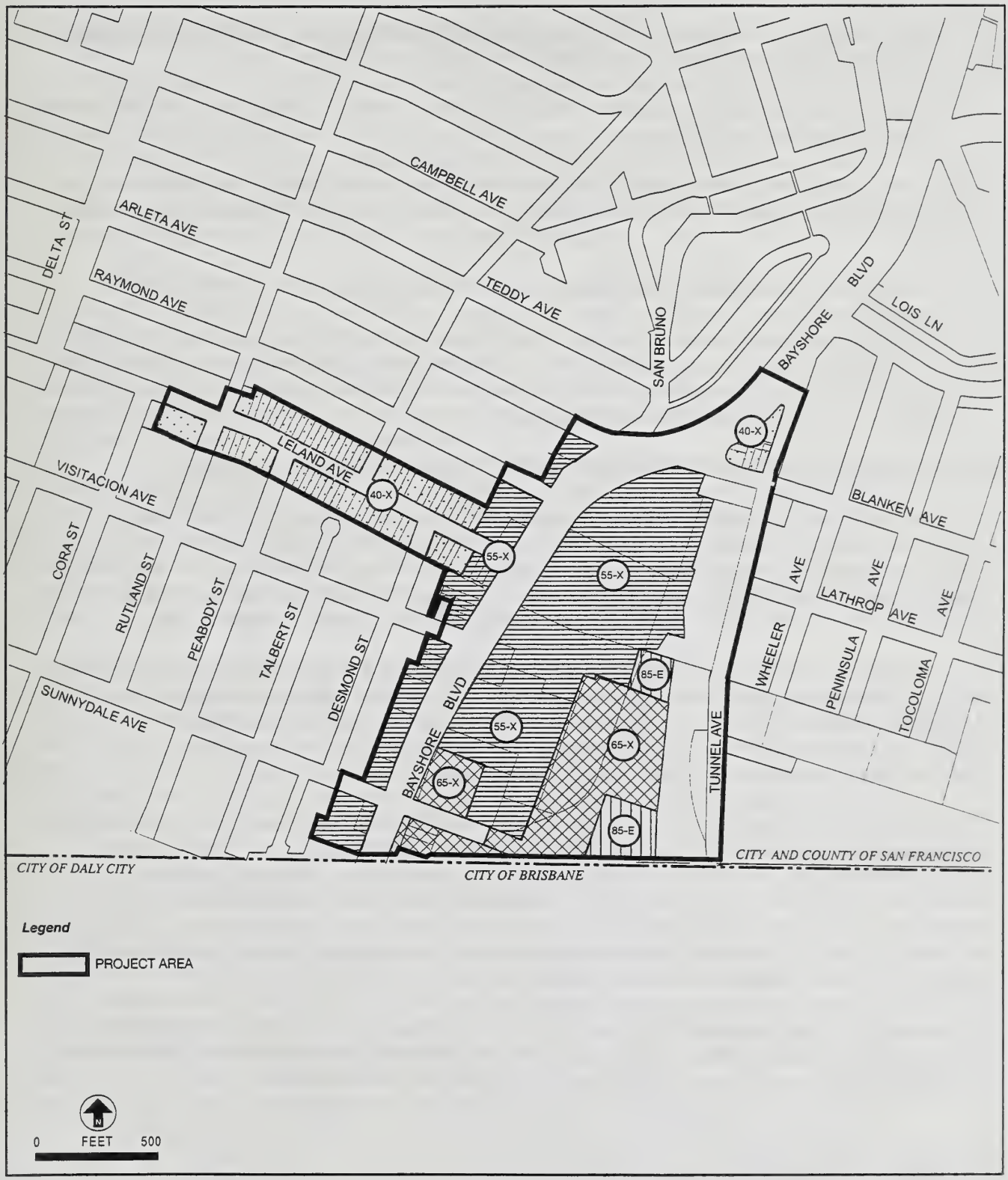
PROPOSED DESIGN FOR DEVELOPMENT "URBAN CONCEPT PLAN"



SOURCE: Redevelopment Agency

Figure 3.7

EXISTING BUILDING HEIGHT LIMITATIONS



SOURCE: Redevelopment Agency

Figure 3.8

PROPOSED BUILDING HEIGHT LIMITATIONS

(Proposed Design for Development Building Height Limitations). The Design for Development states that the proposed building height control revisions would permit:[1]

- 3-4 story buildings in Zone 1 north of Visitacion Avenue and in Zone 2 along Leland Avenue and within the Blanken Triangle;
- 3-5 story commercial (mixed use) buildings along both sides of Bayshore Boulevard in Zones 1 and 2, and in the southwest corner of Zone 1, with residential above ground-floor retail;
- 5-6 story podium buildings in the southeast residential portion of Zone 1; and
- 8-story mid-rise building locations at two sites in Zone 1 along the adjacent railroad tracks, one fronting on a proposed new "Leland Park" immediately west of the tracks on the north side of the Visitacion Avenue extension, and a second immediately west of the tracks on the north side of the Sunnydale Avenue extension.

3.7.2 Design for Development "Development Controls and Design Guidelines"

The Design for Development contains a comprehensive set of proposed specific Development Controls and Design Guidelines (DCDG's) for Zones 1 and 2 which, in combination with underlying General Plan policies and Planning Code requirements as revised, are intended to regulate future development within the Project Area. The DCDG's have been formulated to implement the "urban design framework" and "building form" concepts described above.

The proposed "Development Controls" are intended to be mandatory building requirements that are measurable and quantifiable. The proposed "Design Guidelines" are intended to be qualitative regulations requiring more subjective review of individual project designs. The DCDG's are intended to direct building and site design to be of the character and quality specified by the community through the workshop process.

The Design for Development includes particularly detailed DCDG's for Zone 1 which build upon the Redevelopment Plan controls to specifically address permitted land use, building height, building massing, building setbacks, retail entrance characteristics, residential entrance characteristics, façade design, roof design, private open space, construction period site remediation, green building design (LEED[2]) standards, green neighborhood design (LEED-ND[3]) standards, street grid and block layout characteristics, street design, public open space, public pathways, parking, loading and access, and signage.

The Design for Development DCDG's for Zone 2 are limited to a few additional development controls and additional design guidelines to complement well-established existing General Plan and Planning Code provisions for Bayshore Boulevard and Leland Avenue.

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[1]Design for Development, pages 20 and 21.

[2]LEED: Leadership in Energy and Environment Design green buildings standards established by the United State Green Building Council (USGBC).

[3]LEED-ND: Leadership in Energy and Environmental Design for Neighborhood Development established by the USGBC.

3.7.3 Design for Development "Green" Strategies

LEED ("Leadership in Energy and Environmental Design") is a certification program established by the United States Green Building Council (USGBC) that has become the nationally accepted measuring system for the design, construction, and operation of "green" buildings. LEED promotes a whole-systems approach to building sustainability by recognizing performance in five key areas: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality. The LEED certification scoring targets for buildings range from 40 points ("Certified") to 106 points ("Platinum").

The USGBC has also established a LEED-Neighborhood Development (LEED-ND) Pilot Program for neighborhoods. Similar to the LEED building certification program, the goal of the LEED-ND Pilot Program is to establish a rating system that can be used to determine whether a neighborhood development (rather than an individual building), is sustainable. Once established, the LEED-ND Pilot Program will provide a LEED-ND rating system as a practical application and effective tool for introducing smart growth, new urbanist, and green building practices to local planners and developers.[1]

The proposed 2002 Schlage Lock Concept Plan, and by association the 2008 Design for Development, have been accepted into the LEED-Neighborhood Developments (LEED-ND) Pilot Program, administered locally by SF Environment (the City's Department of the Environment). The LEED-ND Pilot Program has also been adopted by the Redevelopment Agency, Planning Department, Public Utilities Commission, and Municipal Transportation Agency (Muni), as well as Pacific Gas & Electric and other entities.

Based on a preliminary LEED-ND (Neighborhood Developments) analysis, the Zone 1 development program as described in the Concept Plan and Design for Development would score approximately 58 points (out of a possible 106), achieving a high LEED Silver "pre-review" certification. If the currently proposed sustainability strategies for Zone 1 are implemented, and associated green building standards and energy efficient systems are substantially deployed in the future Zone 1 built environment, there is a high likelihood that the future Zone 1 built environment could ultimately achieve LEED Gold or Platinum certifications (the highest levels).[2]

3.8 PROPOSED GENERAL PLAN AMENDMENTS

The General Plan amendment aspects of the Project are map revisions intended to: (1) implement the housing, neighborhood-serving commercial, mixed use, cultural/educational and open space concepts, and associated urban design framework, development controls and guidelines, described for Zone 1 in the Redevelopment Plan and Design for Development; and (2) provide for the revitalization of underutilized properties in Zone 2 where future housing, commercial, mixed use, or cultural/ educational development may be appropriate based on location, size, shape, adjacent land uses, transit convenience, and other factors.

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[1]Rich Chien, Residential Green Building Coordinator, SF Environment; written communication; July 26, 2007.

[2]Chien; July 26, 2007.

3.8.1 Existing General Plan Designations

(a) Zone 1. As illustrated on Figure 3.9 (Existing General Plan Land Use Designations), the General Plan, including *Commerce and Industry Element* Map 2, entitled *Generalized Commercial and Industrial Density Plan,* and Map 5, entitled "Generalized Neighborhood Commercial Land Use and Density Plan," designate properties in Zone 1 as "Industrial" with a maximum floor area ratio (FAR) of 5.0:1, properties in Zone 2 fronting on the west side of Bayshore Boulevard as "Moderate-Scale Neighborhood District" with a commercial intensity of one-to-four stories, and properties in Zone 2 fronting on both sides of Leland Avenue as "Small-Scale Neighborhood District" with a commercial intensity of one-to-two stories. The small "Blanken Triangle" area of Zone 2 north of Blanken Avenue is designated "Neighborhood Commercial Cluster" with a commercial intensity of one story.[1]

Map 4 of the *Urban Design Element* of the General Plan, entitled *Urban Design Guidelines for Height of Buildings*, designates the entire Project Area for a height range of 0-to-40 feet, as illustrated herein on Figure 3.7 (Existing Building Height Limitations).

3.8.2 Proposed General Plan Amendments

Overall, the proposed Project is consistent with the San Francisco General Plan. No amendments to the General Plan text would be required. However, as illustrated on Figure 3.10, the Project includes the following changes to General Plan *Commerce and Industry Element* Map 2, "Generalized Commercial and Industrial Density Plan," and Map 5, "Generalized Neighborhood Land Use and Density Plan."

(a) Zone 1. For properties on the east side of Bayshore Boulevard in Zone 1, the land use designation on existing *Commerce and Industry Element* Maps 2, 4 and 5 would need to be changed from "Industrial" (with a maximum FAR of 5.0: to 1) to a designation incorporating the Design for Development as the applicable land use control document.

Map 4 of the *Urban Design Element* entitled *Urban Design Guidelines for Height of Buildings,* would need to be revised for Zone 1 to replace the existing allowable building height of 0-to-40 feet to the area-specific height allowances specified in the Design for Development and illustrated on Figure 3.8 (Proposed Building Height Limitations), which range from 40 to 85 feet (3 to 8 stories).

(b) Zone 2. For the properties on the west side of Bayshore Boulevard and along Leland Avenue, the existing *Commerce and Industry Element* Map 2 and Map 5 designations would remain unchanged--i.e., would remain "Moderate-Scale Neighborhood District" and "Small-Scale Neighborhood District," respectively. The Blanken Triangle portion of Zone 2 would also remain unchanged.

(c) General Plan Maps to Be Amended. In summary, the changes to Zone 1 and Zone 2 "General Plan Land Use Designations" illustrated on Figure 3.8 and Figure 3.10 would need to be reflected where appropriate as revisions to the following existing General Plan maps:

[1] Floor Area Ratio (FAR) = gross floor area divided by net site area.

- *Commerce and Industry Element* Map 2 ("Generalized Commercial and Industrial Density Plan"), Map 4 ("Residential Service Areas of Neighborhood Commercial Districts and Uses") and Map 5 ("Generalized Neighborhood Commercial Land Use and Density Plan");

- *Housing Element (Residence Element)* Map 1-2 ("Generalized Housing Densities Allowed by Zoning") and Map 1-4 ("Predominant Housing Unit Size");

- *Recreation and Open Space Element* Map 4 ("Citywide Recreation and Open Space Plan"), Map 9 ("Neighborhood Recreation and Open Space Improvement Priority Plan");

- *Transportation Element* Map 6 ("Vehicular Street Map"); and

- *Urban Design Element* Map 4 ("Urban Design Guidelines for Height of Buildings") and Map 5 ("Urban Design Guidelines for Bulk of Buildings").

Also, if the proposed conversion of the "Old Schlage Lock Administration Building" on Blanken Avenue into a community center (as described in section 3.7.1 herein) is implemented, and the new community center is to be owned and managed by the City's Recreation and Park Department, *Recreation and Open Space Element* Figure 2 ("Location of Public Gyms and Recreation Centers") would need to be changed to add the new facility.

In addition, existing maps in the General Plan *Land Use Index* would need to be reviewed and revised where appropriate to add similar referrals to the newly adopted Design for Development.

3.9 PROPOSED PLANNING CODE CHANGES

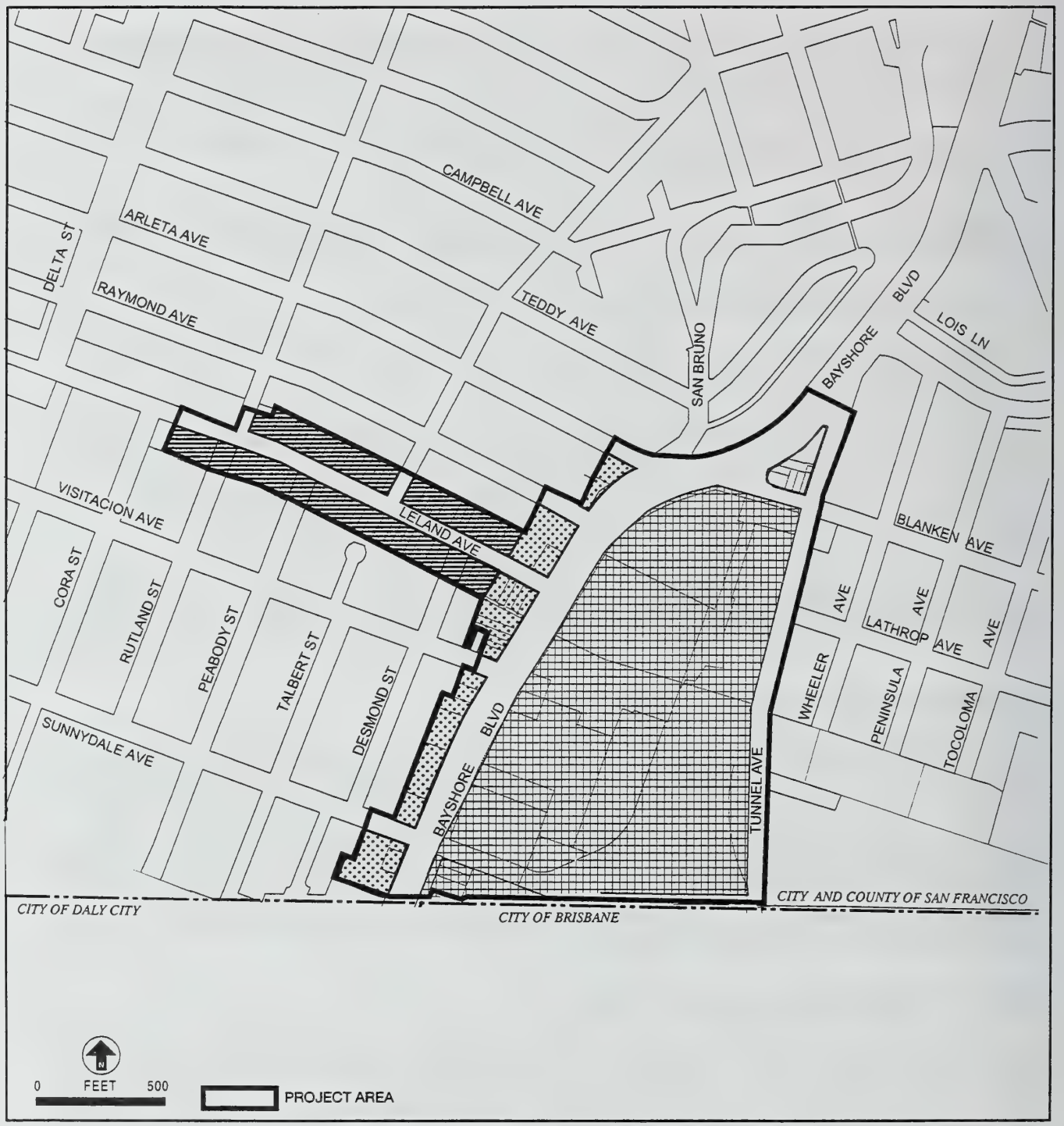
Similar to the Project-proposed General Plan amendments, the Project-proposed changes to existing Planning Code provisions for the Project Area are intended to provide the underlying regulatory framework which, in combination with the more detailed development controls and design guidelines established in the Redevelopment Plan and Design for Development, will achieve Redevelopment Plan land use and development goals for the Project Area. The Design for Development draft states that the "Design for Development would take precedent over the Planning Code; however, "where the Design for Development is silent, the underlying Planning Code [designations] will regulate development."[1]

3.9.1 Existing Planning Code Provisions

(a) Zone 1. As illustrated on Figure 3.11, the current Planning Code designates properties in Zone 1 on the east side of Bayshore Boulevard "M-1" Light Industrial District (the former Schlage Lock property) and "M-2" Heavy Industrial District (the former Southern Pacific Railroad properties), designations which permit a broad range of industrial and commercial land uses.

(b) Zone 2. Properties in Zone 2 fronting on the west side of Bayshore Boulevard are designated "NC-3" Moderate-Scale Neighborhood Commercial District and properties fronting on either side of Leland Avenue are designated "NC-2" Small-Scale Neighborhood Commercial

[1]San Francisco Redevelopment Agency and Planning Department, *Draft Visitacion Valley/Schlage Lock Design for Development*, January 2008; page 3.



Legend

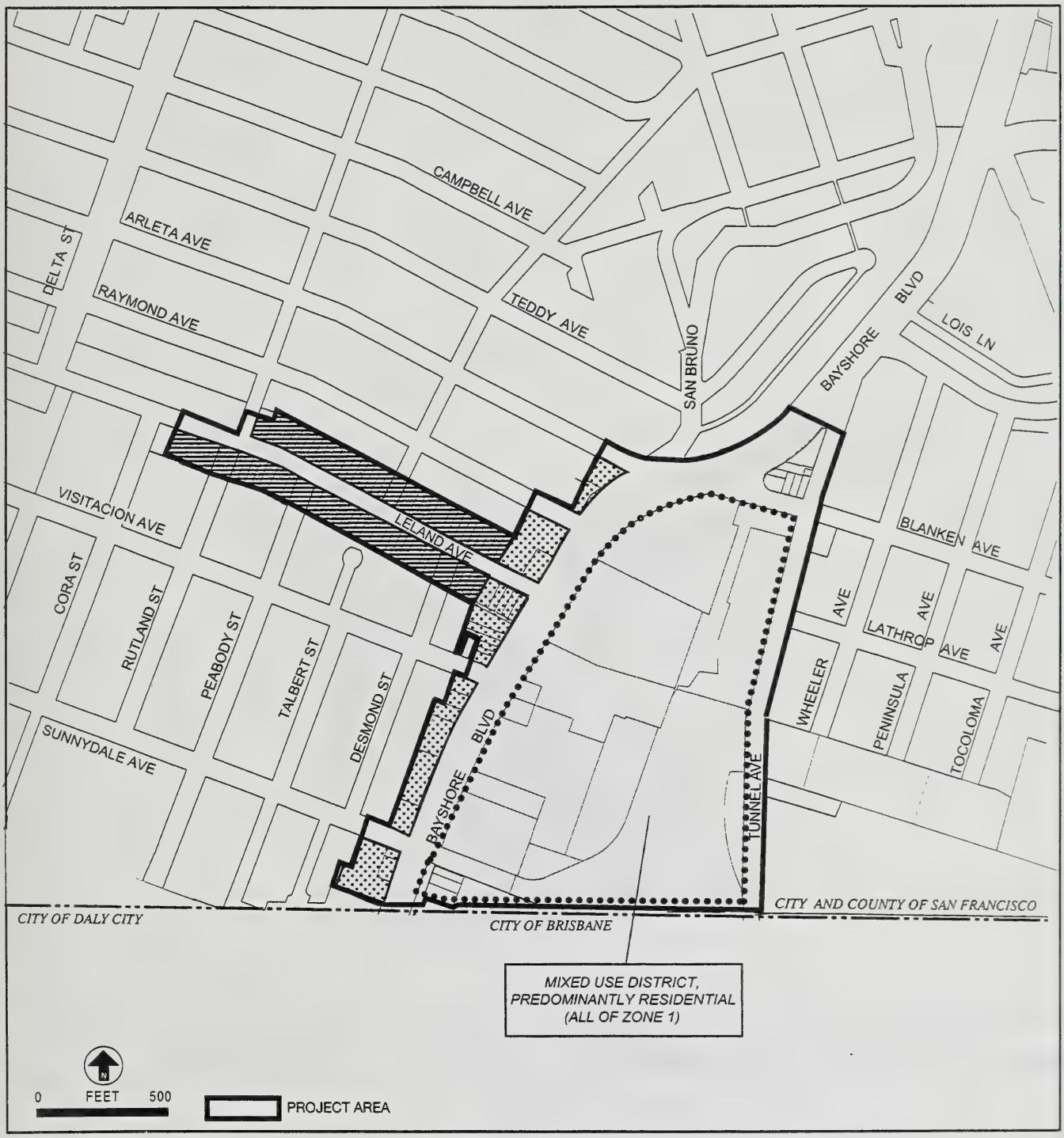
- SMALL SCALE NEIGHBORHOOD DISTRICT
- MODERATE SCALE NEIGHBORHOOD DISTRICT
- NEIGHBORHOOD CLUSTER
- INDUSTRIAL - 5.0 : 1 FAR

Note: *The mapped land use designations shown on this figure are derived from General Plan Commerce and Industry Element Map 2 entitled, "Generalized Commercial and Industrial Land Use Plan" and Map 5 entitled "Generalized Neighborhood Commercial Land Use and Density Plan."*

SOURCE: City of San Francisco Planning Department

Figure 3.9

EXISTING GENERAL PLAN LAND USE DESIGNATIONS



Legend

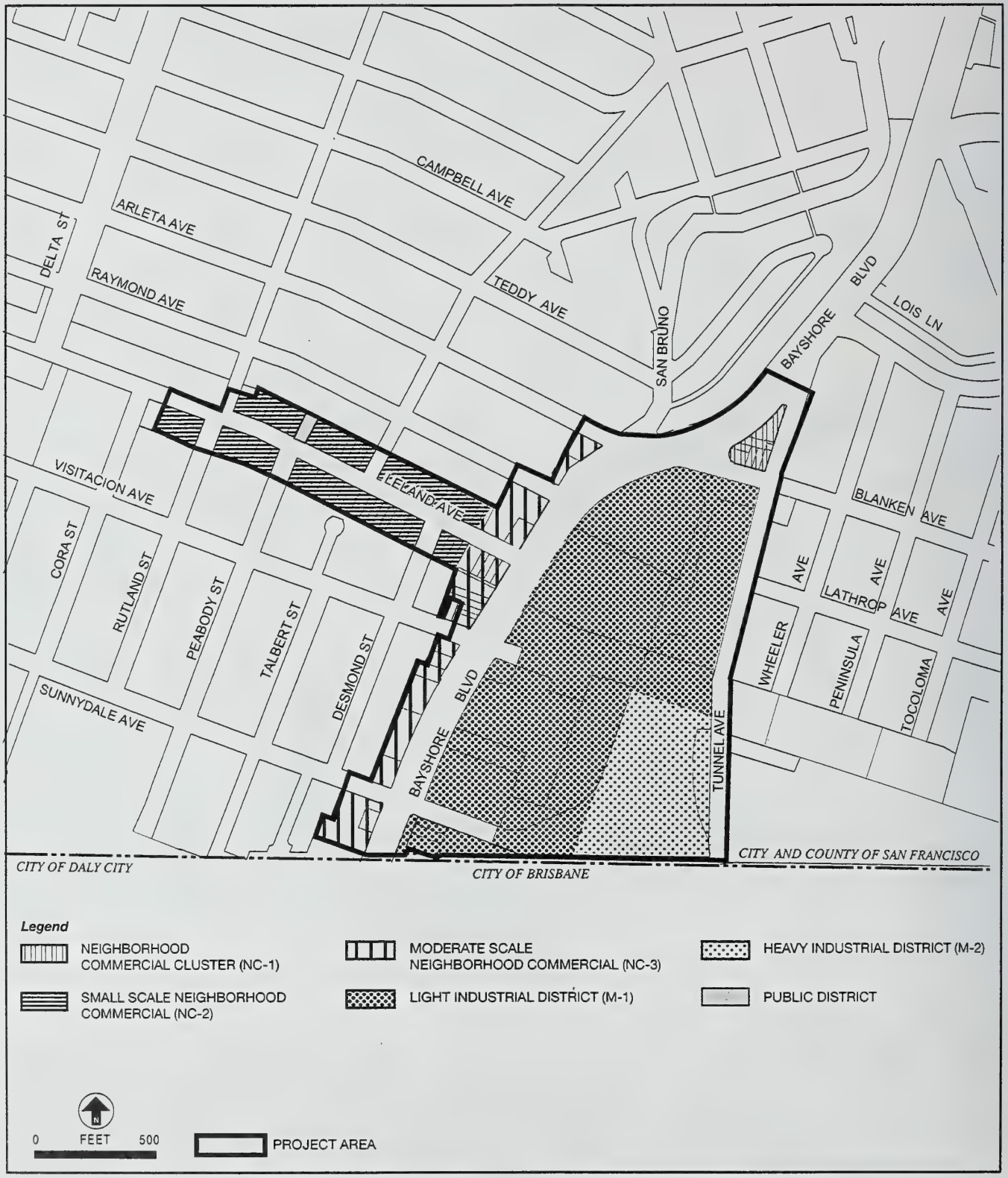
- SMALL SCALE NEIGHBORHOOD DISTRICT
- MODERATE SCALE NEIGHBORHOOD DISTRICT
- NEIGHBORHOOD CLUSTER

Note: *This figure shows generalized changes that would need to be reflected on a number of General Plan maps, including maps in the Commerce and Industry Element, Housing Element, Recreation and Open Space Element, Transportation Element, and Urban Design Element. See section 3.8.2(c) in the EIR text for more explanation.*

SOURCE: City of San Francisco Planning Department and San Francisco Redevelopment Agency

Figure 3.10

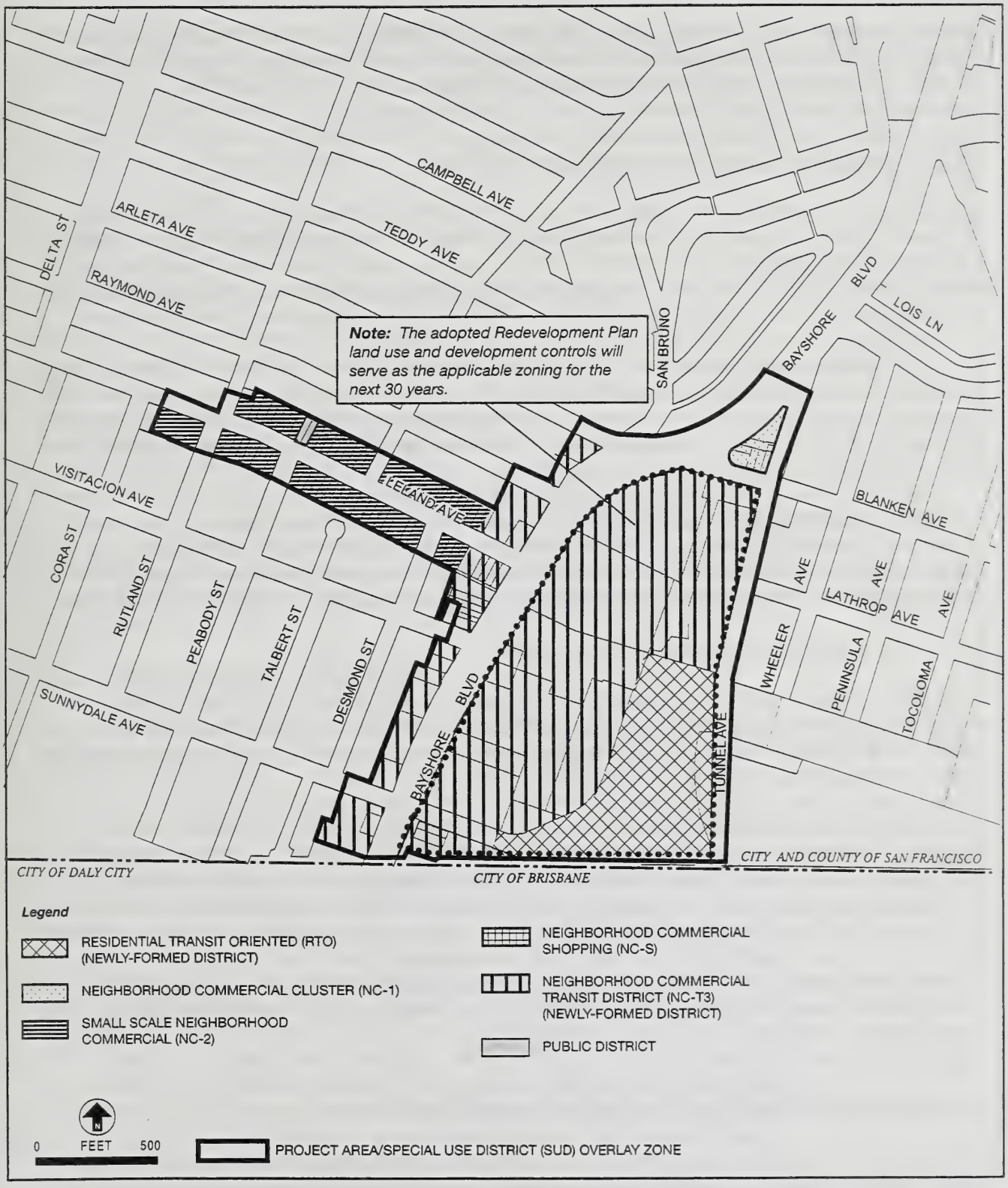
PROPOSED GENERAL PLAN LAND USE DESIGNATIONS



SOURCE: City of San Francisco Planning Department

Figure 3.11

EXISTING PLANNING CODE DESIGNATIONS



SOURCE: City of San Francisco Planning Department and San Francisco Redevelopment Agency

Figure 3.12

PROPOSED PLANNING CODE DESIGNATIONS

District, except for four lots designated "RH-1/NC-2" or "RH-1/NC-3" Residential, House: One-Family/Neighborhood Commercial; none of these four lots are currently occupied by one-family houses. Properties in the Blanken Triangle portion of Zone 2 are designated "NC-1" Neighborhood Commercial District.

3.9.2 Proposed Planning Code Provisions

(a) Zone 1. As illustrated on Figure 3.12, to implement the Redevelopment Plan and Design for Development land use goals and objectives, Planning Code designations for Zone 1 would be redesignated from "M-1" and "M-2" to "NC-T3" Neighborhood Commercial Transit, a newly-formed district, along Bayshore Boulevard and "RTO" Residential Transit Oriented, another newly-formed district, in the southeast portion of Zone 1 near the Bayshore Caltrain station.

The "RTO" Residential-Transit Oriented district would allow generally moderate-scale buildings, but would not have a maximum permitted residential density. Instead, densities would be limited only by height and bulk controls. The RTO district would also have a reduced parking requirement in recognition of transit proximity. Small commercial uses would be permitted, on corner lots only.

The "NC-T" Neighborhood Commercial Transit district is a mixed-use designation that would promote high-density housing and a flexible mix of smaller neighborhood-serving retail and commercial uses, to take advantage of major transit investments. Restrictions on the size of non-residential uses would prohibit the development of certain types of large-scale retail uses.

Both designations would prohibit industrial uses.

In addition to these zoning changes, the entire Project Area (Zones 1 and 2) would be designated as a new Special Use District (SUD) overlay zone which would establish the Redevelopment Plan and Design for Development as the applicable land use and development control documents for the area.

(b) Zone 2. Planning Code designations for Zone 2 properties fronting on the west side of Bayshore Boulevard would be changed from "NC-3" to "NC-T3" Neighborhood Commercial Transit, a newly formed Planning Code district. This redesignation would lift the unit density restriction and minimum parking requirements of the current NC-3 district. Properties fronting on Bayshore in Zone 2 would also be placed in a new building height district permitting heights up to 55 feet (see Figure 3.8). The Planning Code designation for Zone 2 properties fronting on Leland Avenue and within the Blanken Triangle would remain unchanged--i.e., would remain "NC-2" Small Scale Neighborhood Cluster and "NC-1" Neighborhood Commercial Cluster, respectively.

3.10 PROJECT ENVIRONMENTAL ASSESSMENT TIME FRAME

Although the proposed Redevelopment Plan component of the Project would authorize the Redevelopment Agency to undertake redevelopment activities in the Project Area for up to 30 years, or until 2038 (assuming Plan adoption in 2008), it has been assumed in this EIR for purposes of conservative environmental analysis (most intensive development) that the major portion of the new redevelopment activities authorized by the Redevelopment Plan would be successfully completed over approximately the next 15-to-20 years, or by approximately 2025, stimulating increased economic development and an increased rate of General Plan- and

Planning Code-permitted growth within the Project Area over that period. The impact analyses in chapters 5 through 15 of this EIR are therefore based on the assumption that, with adoption of the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, the full development capacity of the Project Area under these revised development controls and design guidelines, and associated environmental effects, would be mostly realized by the year 2025.

3.11 PROJECT-FACILITATED GROWTH ASSUMPTIONS

3.11.1 General Growth-Inducing Effects of the Project

The proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes are intended to facilitate improved housing opportunities, improved neighborhood-serving commercial development, and increased private investment in the Project Area through elimination of blight conditions, creation of improved site development opportunities, and other actions designed to increase the overall feasibility and desirability of development. For purposes of conservative environmental impact assessment, it is assumed in this EIR that the proposed Redevelopment Plan, Design for Development, and associated changes in General Plan and Planning Code land use controls would be successful in achieving their goal of alleviating land use deficiencies, reversing existing land underutilization, increasing housing opportunities, and stimulating private investment towards a cohesive pattern of future development and general improvement of conditions within the Project Area.

3.11.2 Resulting Growth Projections

The estimated net increase in Project Area development between now and the year 2025 due to the Project catalytic effects described above--the "Project-facilitated growth increment"--is summarized in Table 3.1.[1] These projections of Project-facilitated growth have been developed by Redevelopment Agency and Planning Department staff based on the general assumptions described in subsection 3.11.1 above and consideration of existing land use characteristics and potential. The projections are intended to reflect the conservative assumption that the redevelopment program will be successful in stimulating, directly and indirectly, a substantially greater amount of additional residential, neighborhood-serving retail, and cultural/institutional/ educational development than would occur under a future without-project scenario.

As shown in Table 3.1, it is estimated that the proposed combination of Redevelopment Plan activities, Design for Development provisions, and associated General Plan amendments and Planning Code changes in the Project Area would facilitate a net housing increase of up to approximately 1,600 new units, a net retail commercial increase of up to approximately 132,000 square feet, a net decrease in office and production/distribution/ repair uses of up to approximately 39,000 square feet, and a net increase in cultural/institutional/ educational uses (community centers and library) of up to approximately 25,000 square feet.

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[1]Please note that the year 2025 development scenario used in this EIR for "worst-case" environmental impact assessment may be different from the development estimates on which the fiscal analysis in the Preliminary Report for the Redevelopment Plan are based. That analysis assumes a smaller, more fiscally conservative growth scenario so that estimated revenues are conservative rather than overstated (i.e., a "worst-case" economic scenario with a smaller rate of revitalization and growth, and corresponding slower rate of tax increment growth).

Table 3.1
VISITACION VALLEY PROJECT AREA GROWTH PROJECTIONS WITH PROJECT

	Redevelopment Zone 1	Redevelopment Zone 2	**Totals**
Residential (units)			
Existing	3	173	176
New (net growth)	1,250	335	**1,585**
Total	1,253	508	1,761
Retail Commercial (sq. ft.)			
Existing	0	86,933	86,933
New (net growth)	105,000	26,500	**131,500**
Total	105,000	113,433	218,433
Other Commercial (sq. ft.)[1]			
Existing	5,500	95,341	100,841
New (net growth)[2]	(5,500)	(33,877)	**(39,377)**
Total	--	61,464	61,464
Cultural/Institutional/ Educational[3]			
Existing	0	17,300	17,300
New (net growth)	15,000	10,000	**25,000**
Total	15,000	27,300	42,300

SOURCE: Redevelopment Agency and Planning Department; October 2006.

[1] "Other Commercial" includes medical/dental office facilities; offices; and production, distribution, and repair uses (including auto-related).

[2] Projected reduction in "Other Commercial" floor area total "With Project" reflects Project intent to facilitate a transition in Project Area commercial use from general commercial to neighborhood-serving retail.

[3] "Cultural/Institutional/Educational" includes community centers and libraries.

The Redevelopment Agency and Planning Department formulated these year 2025 growth projections based on field survey and the background assumptions summarized below.

(a) Redevelopment Zone 1. The Table 3.1 total of approximately 1,250 new residential units, approximately 105,000 square feet of new neighborhood-serving commercial development, and approximately 15,000 square feet of new cultural/institutional/education development is based on (1) 2002 Concept Plan information, (2) land use, site plan, height zone and other development controls described in the 2008 Design for Development for Zone 1, (3) estimates of the amount of developable land in Zone 1, and (4) the following assumptions:

- 20 percent of the new retail space anticipated in Zone 1 is assumed to be restaurants (as per the *Leland/Bayshore Commercial District Revitalization* study).
- a concentration of new neighborhood-serving retail development would occur along the proposed extension of Leland Avenue in Zone 1;
- a new 50,000-square-foot grocery store with housing above would be developed at the northeast corner of Bayshore Boulevard and Sunnydale Avenue; and
- the vacant "Old Schlage Lock Office Administration Building" on Blanken Avenue at Bayshore Boulevard would be rehabilitated and converted to become a new 15,000-square-foot community center.

(b) Redevelopment Zone 2. The Table 3.1 total of approximately 335 new residential units, approximately 26,000 square feet of new neighborhood-serving retail development, and approximately 10,000 square feet of new cultural/institutional/educational development in Redevelopment Zone 2 is based on the following assumptions:

Bayshore Boulevard frontage:

- existing lots with residential uses would not change;
- existing lots with buildings built after 1995 would not change;
- already developed sub-standard sized lots (i.e., less than the typical minimum size) would not change;
- all existing vacant lots would be developed;
- approximately half of all existing production/distribution/repair (PDR) floor area would be converted to retail as anticipated new mixed use development occurs;
- all other existing commercial uses would remain;
- all new development would be either residential, retail, or a mix of both;
- approximately half of all existing non-residential lots would be developed as mixed use (residential-retail) projects; and
- the estimated number of new residential units anticipated with development of existing vacant and underutilized land along the west side of Bayshore Boulevard is based on an

estimated number of units that could be built within the Planning Code dimensional limitation and result in approximately one (1) residential unit per 400 square feet of lot area.

Leland Avenue frontage:

- existing lots with residential uses would not change;
- existing lots with buildings built after 1995 would not change;
- already developed substandard sized lots (i.e., less than the typical minimum size) would not change;
- all existing vacant lots would be developed;
- all existing commercial uses would remain, sometimes with existing uses incorporated into new developments, with the exception of the existing grocery store at the southwest corner of Leland Avenue and Rutland Street which would be replaced by the recently approved new 10,000-square-foot Visitacion Valley community library;
- all new commercial uses would be retail;
- approximately 20 percent of the anticipated new retail space is assumed to be restaurants (as per the *Leland/Bayshore Commercial District Revitalization* study);
- new development would occur primarily as a mix of residential and retail, with certain exceptions (e.g., the new community library);
- all non-residential lots would be developed as mixed use (residential-retail) projects; and
- the number of anticipated new residential units generally anticipated on existing vacant and underutilized land along Leland Avenue is based on the maximum residential density allowed by the Planning Code in the "NC-2" Small-Scale Neighborhood Commercial district: one (1) residential unit per 800 square feet of lot area.

3.12 PROJECT APPROVAL REQUIREMENTS

3.12.1 Proposed General Plan and Planning Code Change Approval Sequence

California Redevelopment Law stipulates that any redevelopment plan-facilitated development must conform to local development policies established in the community's adopted General Plan. The land use and urban design revitalization concepts envisioned for the Project Area in the proposed Redevelopment Plan and Design for Development, including the residential, neighborhood-serving commercial, mixed use (residential-commercial), cultural/educational, and public open space designations, and associated development and urban design controls, are consistent with General Plan objectives and policies, but inconsistent with certain existing General Plan maps and certain existing Planning Code text and maps, and will therefore require adoption of the proposed General Plan amendments and Planning Code changes described in sections 3.8 and 3.9 herein. These changes will facilitate a proposed Planning Commission determination that the proposed Redevelopment Plan is in conformity with the San Francisco General Plan and Planning Code, as revised, prior to adoption of the proposed Redevelopment

Plan. (Although the City can consider approving a proposed Redevelopment Plan without considering related changes to the Planning Code, the Planning Commission is nevertheless expected to consider adopting the Project-proposed changes to the Planning Code prior to the Redevelopment Plan, so that the Planning Code regulations and controls are consistent with the General Plan changes.)

3.12.2 Required Documentation for General Plan Amendments and Planning Code Changes

Adoption of the General Plan amendment and Planning Code change components of the Project will require Planning Department preparation, presentation, and Planning Commission, Redevelopment Agency, and/or Board of Supervisors certification or adoption of the following documents describing the proposed land use changes and their effects:

(a) Environmental Impact Report, including this Draft EIR as well as a Final EIR and associated statement of CEQA findings, which describes the environmental consequences of adoption of the proposed Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes and the mitigation measures necessary to reduce any potentially significant environmental impacts to less-than-significant levels;

(b) Resolutions and Motions to the Planning Commission, prepared by the Planning Department, that (1) describe and certify the Environmental Impact Report, (2) adopt CEQA Findings, (3) describe and adopt a proposed General Plan amendments described in an associated ordinance; (4) describe and adopt a proposed Planning Code changes described in an associated ordinance; (5) find the proposed Redevelopment Plan and associated Design for Development document on balance in conformity with the General Plan, as proposed to be revised; and (6) recommend that the Board of Supervisors approve the General Plan amendments and Planning Code changes; and

(c) Ordinances, prepared by the Planning Department and approved as to form by the City Attorney, that describe the proposed General Plan amendments and Planning Code changes, and describe the purpose, scope, justification, environmental consequences and approval processes.

3.13.3 Required Documentation for Redevelopment Plan Approval

A Preliminary Plan, a required document that describes the purpose and scope of the proposed Redevelopment Plan and forms the basis for the taxing entity consultation, environmental review, and community participation process leading to adoption of the Redevelopment Plan, has been adopted by the Planning Commission on November 6, 2006--Motion No. 17340. Adoption and implementation of the Redevelopment Plan component of the Project will also require preparation, presentation, and official acceptance of all of the following four additional documents describing the proposed Redevelopment Plan and its effects:

(a) an Environmental Impact Report, including this Draft EIR as well as a Final EIR and associated statement of findings, which describes the environmental consequences of the proposed Redevelopment Plan adoption and the associated mitigation measures necessary to reduce any potentially significant environmental impacts to less-than-significant levels;

(b) a Redevelopment Plan, a legal document that sets forth the Redevelopment Agency's powers and authorities in the Project Area and describes the goals and objectives of the Redevelopment Agency and the policy frameworks to implement these goals; and

(c) a Report to the Board of Supervisors, which describes the need to establish the redevelopment program, the Project Area boundary, the redevelopment activities proposed, the eligibility of the Project Area for redevelopment, the anticipated effect of the proposed Project Area boundary and activities in alleviating blight and related economic problems in the Project Area, an assessment of financing methods for the proposed activities, and the process followed by the Redevelopment Agency toward adoption of the program; and also includes an *Implementation Plan* which describes the specific redevelopment projects and programs proposed by the Redevelopment Agency, including the program of actions and expenditures proposed for the first five years of Plan implementation. The *Implementation Plan* will also describe how these actions will alleviate the documented blighted conditions in the Project Area, and indicate how the Redevelopment Agency will expend its housing set-aside fund. The *Implementation Plan* must be updated every five years.

3.12.4 Anticipated Project Approval and Public Review Procedures

The Planning Commission and Board of Supervisors will hold public hearings on the proposed General Plan, Planning Code, and other development control components of the redevelopment program. The Redevelopment Agency and Board of Supervisors will hold public hearings on the proposed Redevelopment Plan component of the redevelopment program. The results of this public review process will be considered by the Planning Commission, the Redevelopment Agency, and the Board of Supervisors before taking actions on either of these project components.

Adoption of the Redevelopment Plan, General Plan amendments, and Planning Code changes is expected to require completion of the following sequence of specific public reviews and jurisdictional approvals:

(a) Distribution of the Preliminary Report,[1] Draft Redevelopment Plan, and Draft Environmental Impact Report to all taxing agencies affected by the Project, and to concerned individuals and organizations, for review;

(b) Preparation, presentation of, and public hearing on, the proposed General Plan amendments and Planning Code changes, including associated Staff Reports by the Planning Department, before the Planning Commission and Board of Supervisors;

(c) Preparation, presentation of, and public hearing on, the proposed Final EIR, Report to the Board of Supervisors and proposed Final Redevelopment Plan, before the Planning Commission, Redevelopment Agency, and Board of Supervisors;

(d) Certification of the Final EIR by the Planning Commission and Board of Supervisors;

(e) Adoption of the proposed General Plan amendments and Planning Code changes by the Planning Commission and Board of Supervisors, based on consideration of the information

[1] A Preliminary Report public review draft, dated January 9, 2008, which describes the need for the Redevelopment Plan, was distributed in mid-January 2008.

contained in the Final EIR and associated Planning Department-prepared Staff Reports to the Planning Commission and Board of Supervisors; and

(f) Adoption of the Redevelopment Plan by the Redevelopment Agency and Board of Supervisors, based on consideration of the information contained in the certified Final EIR, Final Report to the Board of Supervisors, related written comments and oral testimony received from concerned individuals and organizations, and all other evidence for and against the proposed action.

3.13 INTENDED USES OF THE EIR

The Redevelopment Agency and Planning Department are acting as the CEQA Co-Lead Agencies[1] for all environmental documentation and procedural requirements for the proposed redevelopment program. The Planning Department would be responsible for carrying out the proposed General Plan amendments and Planning Code changes. The Redevelopment Agency would be responsible for carrying out the proposed Redevelopment Plan. This EIR is an informational document designed to inform the Board of Supervisors, the Redevelopment Agency, the Planning Commission, and the general public of the environmental consequences of the proposed Project--i.e., the Redevelopment Plan, Design for Development, General Plan amendments, and Planning Code changes. This EIR has been prepared to serve as the CEQA-required environmental documentation for use by the Board of Supervisors, Redevelopment Agency, and Planning Commission in their consideration of the proposed Redevelopment Plan, Design for Development, General Plan amendments and Planning Code changes, and various other actions necessary to implement the program (e.g., consideration of future, individual public and private development projects proposed within the Project Area boundaries).

Pursuant to CEQA Guidelines sections 15168 (Program EIR) and 15180 (Redevelopment Projects) and CEQA Statute 21090 (Redevelopment Plans Deemed a Single Project with Certain Exceptions), the Redevelopment Agency and Planning Department intend this EIR to address the potential impacts of the proposed future redevelopment program actions, particularly within the Redevelopment Zone 1, as specifically and comprehensively as possible; hence, this EIR serves as a project EIR for the proposed redevelopment program within Zone 1.

This EIR is intended to be used as the baseline CEQA document for environmental review of subsequent public and private improvements in the entire Project Area, including those assisted by the Redevelopment Agency. As explained in sections 1.1 and 1.4.4 of this Draft EIR, these subsequent future activities would be examined in the context of the baseline documentation contained in this program EIR to determine whether additional, more focused environmental documentation would be required. If a later activity would have environmental effects that were not identified in this EIR, a new Initial Study would need to be prepared, leading to either an EIR or a Negative Declaration. However, if the Redevelopment Agency or Planning Department (whichever would be the Lead Agency for the specific proposal) finds that no new effects would occur or no new mitigation measures would be required, the Redevelopment Agency or Planning Department can approve the activity as being within the scope of the Project covered by this EIR, and no new environmental document would be required.

[1]See footnotes in chapter 1 (Introduction) for definitions of "Lead Agency" and "Responsible Agency."

4. PROJECT CONSISTENCY WITH LOCAL AND REGIONAL PLANS

Section 15125 (Environmental Setting), subsection (d) of the CEQA Guidelines requires EIRs to "...discuss any inconsistencies between the proposed project and applicable general plans and regional plans." The objective of such a discussion is to find ways to modify the project if warranted to reduce any identified inconsistencies with relevant plans and policies.

In particular, Redevelopment program-facilitated development in the Project Area would be subject to applicable goals, policies, guidelines, and standards of the City's General Plan and Planning Code, revised as necessary to implement proposed Redevelopment Plan and Design for Development land use objectives, development controls and design guidelines. The proposed Project includes changes in General Plan map and Planning Code provisions within Redevelopment Zone 1 on the east side of Bayshore Boulevard and at selected locations within Redevelopment Zone 2 along the west side of Bayshore Boulevard.

These proposed General Plan amendments and Planning Code changes are intended to improve land use conditions, economic viabilities, and aesthetic qualities in Visitacion Valley. Nevertheless, future development under these development control revisions could result in adverse environmental impacts. The potential environmental effects of anticipated future physical development under these Project-related development control changes are addressed in this EIR in chapters 5 (Land Use), 6 (Population and Housing), 7 (Aesthetics), 8 (Transportation and Traffic), 9 (Air Quality), 10 (Cultural and Historic Resources), 11 (Hazards and Hazardous Materials), 12 (Hydrology and Water Quality), 13 (Noise), 14 (Public Services), 15 (Utilities and Service Systems) and 16 (CEQA-Required Assessment Conclusions).

In addition, pursuant to CEQA Guidelines section 15125(d), a summary overview is provided in this chapter (below) of the consistency of the Project with the various pertinent local and regional plans and policies. Applicable local plans considered include the City's General Plan and Planning Code. Applicable regional plans considered include A Proposed Land Use Policy Framework for the San Francisco Bay Area prepared by the Association of Bay Area Governments (ABAG), air quality attainment and maintenance plans for the Bay Area prepared by the Bay Area Air Quality Management District (BAAQMD) in cooperation with the Metropolitan Transportation Commission (MTC) and ABAG, and the San Francisco Bay Basin Water Quality Control Plan prepared by the California Regional Water Quality Control Board (RWQCB).

4.1 SAN FRANCISCO GENERAL PLAN

By law, a redevelopment program must be consistent with the goals and policies of the community's general plan. The San Francisco General Plan (General Plan) is the embodiment of the City's vision for the future of San Francisco. The General Plan is comprised of a set of "Priority Policies," and ten individual General Plan "elements," each of which deals with a particular topic that applies citywide: *Housing* (*Residence*), *Commerce and Industry*, *Recreation*

and Open Space, *Transportation*, *Air Quality*, *Urban Design*, *Environmental Protection*, *Community Facilities*, *Community Safety*, and *Arts*.[1] Project (redevelopment program) consistency with these General Plan elements and associated goals, policies and objectives as proposed to be amended, is discussed below; however, the Planning Commission shall make the ultimate determination regarding Project consistency with the General Plan.

4.1.1 Priority Policies

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added section 101.1 to the Planning Code to establish eight Priority Policies. These Priority Policies are included in the preamble to the General Plan and serve as the basis upon which inconsistencies in the General Plan are resolved. The identified "priorities" are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter traffic and its effects on Muni service, street circulation, and neighborhood parking; (5) protection of industrial and service land uses from commercial office development, and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space. In accordance with Planning Code section 101.1, prior to issuing a permit for any project which requires an Initial Study under CEQA, prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the General Plan, the City is required to find that the proposed program or project is consistent with the Priority Policies.

The proposed Project, including the proposed Redevelopment Plan and Design for Development land use control revisions for selected locations in the Project Area, has been specifically formulated to meet the eight Priority Policies, as follows:

(a) Priority 1: The proposed Redevelopment Plan and Design for Development include specific goals and objectives to preserve and enhance neighborhood-serving retail uses, including the attraction of a grocery store to Zone 1, and the promotion of neighborhood-serving retail in the greater Project Area to provide residents and workers with immediate access to daily shopping needs.

(b) Priority 2: The proposed Redevelopment Plan and Design for Development list a number of objectives intended to protect the existing neighborhood character of Visitacion Valley, including: use of design approaches that complement and integrate new development into the existing architectural character and natural context of the neighborhood; incorporation of local historical, cultural and artistic elements in the designs of new buildings, streetscapes and parks; improvement of the district's identity and appearance through streetscape design; increasing the economic viability of small businesses in the Project Area; and facilitating the preservation, rehabilitation and seismic retrofitting of historic buildings and landmarks in the neighborhood.

(c) Priority 3: By law, a principal objective of the Redevelopment Plan is to preserve and enhance affordable housing in the Project Area. State-mandated housing set-aside funding

[1]The General Plan also contains ten area plans that identify specific localized goals and objectives for selected neighborhoods and districts in the City; Visitacion Valley is not subject to any Area Plan of the General Plan, but land use designations for the Project Area are included on land use designation maps in the General Plan *Commerce and Industry Element* (see subsection 4.1.3, herein).

obligations for affordable housing assistance are mandated in State Community Redevelopment Law. A specified portion of the tax increment (property tax revenue growth) that arises from future development and associated increases in property value within the redevelopment project area boundaries must be allocated to affordable housing assistance. The proposed Redevelopment Plan states a specific goal (Goal 6) to develop new housing to help address the City and regional housing shortfall, with associated objectives to avoid displacement of any residents, assist with the preservation and rehabilitation of existing affordable housing, facilitate the construction of new housing for a range of income levels and household sizes, and increase the local supply of well-designed affordable housing for low-income and working individuals, families and seniors. In addition, the changes described in the proposed Redevelopment Plan and Design for Development to existing General Plan and Planning Code designations and building height allowances at selected locations within the Project Area are specifically intended to facilitate affordable housing development by fostering more mixed use and higher residential densities in these subareas.

(d) Priority 4: The Redevelopment Plan and Design for Development proposed development control revisions have also been formulated to discourage commuter vehicular use and foster Muni and multi-modal transit use in the Project Area. Stated primary goals of the Redevelopment Plan and Design for Development are to create a pedestrian-oriented environment in the Project Area that encourages walking as the primary transportation mode; to encourage use of alternative transportation modes by future area residents, workers and visitors; and to support the development of the Caltrain Bayshore station as a multi-modal transit facility.

The Redevelopment Plan includes a listing of associated objectives that would specifically serve to implement the General Plan transportation objectives and policies listed above, including objectives calling for: construction of walkable streets in Zone 1 to facilitate easy pedestrian travel; providing multiple street level entrances to new residential and retail buildings to foster sidewalk activity; improve pedestrian safety along Bayshore Boulevard through pedestrian-oriented intersection improvements and traffic calming; encouraging development that promotes alternative travel modes; enhancing the attractiveness and safety of transit stop locations in the area; and encouraging "regional connectivity" between the Visitacion Valley area and the Baylands area of Brisbane and other areas.

The proposed Redevelopment Plan and Design for Development contain specific development controls and design guidelines which incorporate, expand upon and refine circulation concepts identified in the General Plan. The Design for Development states that "Visitacion Valley's east/west streets will continue across Bayshore Boulevard into the Schlage Lock site and integrate the site with the larger Visitacion Valley neighborhood."[1]

(e) Priority 5: The proposed Redevelopment Plan includes stated objectives to incorporate a mix of retail and community service uses in the Project Area, provide economic opportunities for current Visitacion Valley residents and businesses, and provide for participation of property owners in the redevelopment of their own properties. The proposed Redevelopment Plan includes stated Goals and Objectives formulated to protect existing service land uses and enhance resident employment and business ownership. The proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code

[1] January 2008 Draft Design for Development, page 16.

changes have also been specifically formulated to foster neighborhood-serving retail and service commercial development.

(f) Priorities 6 and 7: The proposed Redevelopment Plan and Design for Development are also intended to further the City's landmark and historic building preservation priorities by creating opportunities for re-use of the "Old Schlage Lock Administration Building" for a variety of civic purposes, and facilitating the preservation, rehabilitation and seismic retrofitting of historic buildings and landmarks in the Project Area.

(g) Priority 8: Finally, the Redevelopment Plan and Design for Development include goals, policies, and open space/park designations formulated to protect and improve open space provisions in the Project Area. A stated primary goal of the Redevelopment Plan and Design for Development is to create well-designed open spaces that enhance the existing community and new development. Associated objectives are listed in the proposed Redevelopment Plan and Design for Development to create new parks, greenways and plazas, and to create a mechanism to ensure the long-term maintenance of Project Area parks and streetscapes. The proposed Redevelopment Plan and Design for Development include over 2 acres of designated new park facilities.

4.1.2 Housing Element

The General Plan currently includes a *1990 Residence Element* (Housing Element). The Planning Commission adopted an updated *Housing Element* for the General Plan in May 2004.[1] The Board of Supervisors approved the updated *Housing Element* in September 2004, and the State Department of Housing and Community Development certified the Housing Element in October 2004. In June 2007, however, the California Court of Appeals, First Appellate District, ruled that adoption of portions of the updated *Housing Element* violated the requirements of CEQA.[2] The California Department of Housing and Community Development, which is responsible for administering State housing law (Article 10.6 of the State Government Code) and reviewing local housing elements for compliance with the law, reviewed the updated *Housing Element* adopted by the Board of Supervisors in September 2004 and found the Element in compliance with State housing element law on October 28, 2004.[3] Therefore, the EIR discussion refers to relevant policies of both the 2004 Housing Element and the 1990 Residence Element (the previous most recent version).[4] Both versions seek to ensure adequate housing for current and future San Francisco residents.[5]

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[1]City and County of San Francisco, Planning Department, *Housing Element of the General Plan*, adopted May 13, 2004.

[2]Unpublished decision of the California Court of Appeals, First Appellate District, in the case of *San Francisco for Livable Neighborhoods v. City and County of San Francisco*, No. A112987.

[3]Letter from Cathy E. Creswell, Deputy Director, California Department of Housing and Community Development, Division of Housing Policy Developments; to John Rahaim, Director of Planning, San Francisco Planning Department; April 2, 2008.

[4]City and County of San Francisco, Planning Department, *San Francisco General Plan*, Residence Element, adopted September 13, 1990.

[5]The proposed Project would be consistent with the objectives and policies of both versions. Even if the 2004 Housing Element is ultimately found to be invalid, the Draft EIR's conclusions here would remain unchanged.

Consistency: The proposed Project, including the Redevelopment Plan, Design for Development and related General Plan amendments and Planning Code changes, has been formulated to further the goals of the 1990 *Residence Element* and 2004 *Housing Element* update by facilitating improved housing opportunities in the Visitacion Valley neighborhood. As explained above, redevelopment program housing set-aside funding obligations for affordable housing assistance are mandated by State Redevelopment Law. The proposed Redevelopment Plan includes a stated key goal (Goal 6) to develop new housing to help address the City and regional housing shortfall. Associated Redevelopment Plan objectives call for assistance with affordable housing preservation and rehabilitation; facilitation of hew housing construction for a range of income levels and household sizes; increasing local supply of well-designed affordable housing for low-income and working individuals, families, and seniors; and development of housing to capitalize on transit-oriented opportunities in the Visitacion Valley area.

Similarly, the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes are intended to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

The specific *Housing Element* goals and objectives that are applicable to the proposed Visitacion Valley redevelopment program, and project consistency with those goals and policies, are further discussed in section 6.3 (Regulatory Framework) of chapter 6 (Population and Housing) of this EIR.

4.1.3 Commerce and Industry Element

The *Commerce and Industry Element* of the General Plan establishes citywide objectives for continued economic vitality, social equity (with respect to employment), and environmental quality for the major sectors of San Francisco's economy, including neighborhood commercial retail.

(a) Existing Land Use Designations. As illustrated on Figure 3.9 (Existing General Plan Land Use Designations), the General Plan, including *Commerce and Industry Element* Map 2, entitled *Generalized Commercial and Industrial Density Plan,* and Map 5, entitled "Generalized Neighborhood Commercial Land Use and Density Plan," designate properties in Zone 1 as "Industrial" with a maximum floor area ratio (FAR) of 5.0:1, properties in Zone 2 fronting on the west side of Bayshore Boulevard as "Moderate-Scale Neighborhood District" with a commercial intensity of one-to-four stories, and properties in Zone 2 fronting on both sides of Leland Avenue as "Small-Scale Neighborhood District" with a commercial intensity of one-to-two stories. The small "Blanken Triangle" area of Zone 2 north of Blanken Avenue is designated "Neighborhood Commercial Cluster" with a commercial intensity of one story.[1]

(b) Proposed Land Use Designations. Overall, the proposed Project is consistent with the San Francisco General Plan. No amendments to the General Plan text would be required. However, as illustrated on Figure 3.10, the Project includes the following General Plan changes:

[1]Floor Area Ratio (FAR) = gross floor area divided by net site area.

(a) Zone 1. For properties on the east side of Bayshore Boulevard in Zone 1, the land use designation on existing *Commerce and Industry Element* Maps 2, 4 and 5 would need to be changed from "Industrial" (with a maximum FAR of 5.0: to 1) to a designation incorporating the Design for Development as the applicable land use control document.

(b) Zone 2. For the properties on the west side of Bayshore Boulevard and along Leland Avenue, the existing *Commerce and Industry Element* Map 2 and Map 5 designations would remain unchanged--i.e., would remain "Moderate-Scale Neighborhood District" and "Small-Scale Neighborhood District," respectively. The Blanken Triangle portion of Zone 2 would also remain unchanged.

(c) Project Relationship to Other Element Objectives and Policies. The *Commerce and Industry Element* also contains the following specific objectives and policies pertinent to consideration of the proposed Project and its objectives to foster revitalization of Leland Avenue and overcome adverse physical and economic conditions, foster revitalization and increased private economic investment, and facilitate improved neighborhood-serving commercial development in the Visitacion Valley neighborhood:

- *Manage economic growth and change to ensure enhancement of the total City living and working environment.* (Commerce and Industry Element Objective 1)
- *Provide expanded employment opportunities for City residents, particularly the unemployed and economically disadvantaged.* (Commerce and Industry Element Objective 3)
- *Maintain and strengthen viable neighborhood commercial areas easily accessible to City residents.* (Commerce and Industry Element Objective 6)
- *Ensure and encourage the retention and provision of neighborhood-serving goods and services in the City's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.* (Commerce and Industry Element Objective 6, Policy 6.1)
- *Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.* (Commerce and Industry Element Objective 6, Policy 6.2)
- *Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.* (Commerce and Industry Element Objective 6, Policy 6.3)
- *Encourage the location of neighborhood shopping areas throughout the City so that essential retail goods and personal services are accessible to all residents.* (Commerce and Industry Element Objective 6, Policy 6.4)
- *Promote high-quality urban design on commercial streets.* (Commerce and Industry Element Objective 6, Policy 6.7)
- *Regulate uses so that traffic impacts and parking problems are minimized.* (Commerce and Industry Element Objective 6, Policy 6.9)

- *Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.* (Commerce and Industry Element Objective 6, Policy 6.10)

Consistency: Among other objectives (see pp. 3-8 through 3-12 herein), the proposed Project, including the Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, are specifically intended to:

- attract a grocery store to the area and provide a variety of retail options to serve a multi-cultural, multi-generational community at a range of incomes;
- promote neighborhood-serving retail to provide residents and workers with immediate walking access to daily shopping needs;
- increase the economic viability of small businesses to the Project Area by providing an attractive pedestrian-friendly street environment;
- encourage private investment by eliminating blighting influences and correcting environmental deficiencies;
- incorporate a mix of uses into the Project Area, including different types of housing, retail, and community services;
- provide economic opportunities for current Visitacion Valley residents and businesses to take part in the rebuilding and revitalization of the community;
- strengthen the economic base of the community through commercial functions that attract citywide attention (e.g., events, media campaigns, and district-wide advertising);
- foster new business development that relates to Leland Avenue and helps to revitalize this traditional neighborhood main street; and
- foster new retail development on the Schlage property that supports and contributes to the neighborhood's existing Leland Avenue and Bayshore Boulevard retail corridors.

4.1.4 Recreation and Open Space Element

The *Recreation and Open Space Element* of the General Plan contains the following objectives and policies for maintaining, creating, and enhancing recreational and open space resources in the City that are pertinent to consideration of the proposed Project:

- *Develop and maintain a diversified and balanced citywide system of high-quality open space.* (Recreation and Open Space Element Objective 2)
- *Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.* (Recreation and Open Space Element Objective 4)
- *Renovate and renew the City's parks and recreation facilities.* (Recreation and Open Space Element Objective 4, Policy 4.3)

- *Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.* (Recreation and Open Space Element Objective 4, Policy 4.4)

- *Assure the provision of adequate public open space to serve new residential development.* (Recreation and Open Space Element Objective 4, Policy 4.6)

- *Provide open space to serve neighborhood commercial districts.* (Recreation and Open Space Element Objective 4, Policy 4.7)

Consistency: The proposed Project includes a specific set of Redevelopment Plan and Design for Development goals, objectives and designations that would serve to implement the *Recreation and Open Space Element* objectives and policies listed above. A stated key goal of the proposed Redevelopment Plan (Goal 5) is to create well-designed open spaces that enhance the existing community and new development. The Redevelopment Plan includes a listing of associated objectives to create new parks, greenways and plazas to contribute to the existing open space network; incorporate local art into the design of public places; and create a mechanism to ensure the long-term maintenance of neighborhood parks and streetscapes. The Design for Development includes a designated system of park and open space elements totaling more than 2 acres, including three new park spaces, designed to unify and enhance the Project Area.

4.1.5 Transportation Element

The *Transportation Element* of the General Plan is composed of objectives and policies that relate to the nine aspects of the citywide transportation system: General, Regional Transportation, Congestion Management, Vehicle Circulation, Transit, Pedestrian, Bicycles, Citywide Parking, and Goods Movements. The *Transportation Element* contains the following objectives and policies that are directly pertinent to consideration of the proposed Project:

- *Use the transportation system as a means for guiding development and improving the environment.* (Transportation Element Objective 2)

- *Use rapid transit and other transportation improvements in the City and region as the catalyst for desirable development, and coordinate new facilities with public and private development.* (Transportation Element Objective 2, Policy 2.1)

- *Organize the transportation system to reinforce community identity, improve linkages among interrelated activities, and provide focus for community activities.* (Transportation Element Objective 2, Policy 2.4)

- *Improve bicycle access to San Francisco from all outlying corridors.* (Transportation Element Objective 9)

- *Where bicycles are prohibited on roadway segments, provide parallel routes accessible to bicycles or shuttle services that transport bicycles.* (Transportation Element Objective 9, Policy 9.2)

- *Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.* (Transportation Element Objective 11)

- *Develop and implement a plan for operational changes and land use policies that will maintain mobility and safety, despite a rise in travel demand that could otherwise result in system capacity deficiencies.* (Transportation Element Objective 14)

- *Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multimodal transportation system.* (Transportation Element Objective 14, Policy 14.2)

- *Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.* (Transportation Element Objective 14, Policy 14.3)

- *Reduce congestion by encouraging alternatives to the single-occupancy auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.* (Transportation Element Objective 14, Policy 14.4)

- *Encourage the use of transit and other alternative modes of travel to the private automobile through the positioning of building entrances and the convenient location of support facilities that prioritize access from these modes.* (Transportation Element Objective 14, Policy 14.7)

- *Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.* (Transportation Element Objective 18)

- *Design streets for a level of traffic that serves, but will not cause a detrimental impact on, adjacent land uses or eliminate the efficient and safe movement of transit vehicles and bicycles.* (Transportation Element Objective 18, Policy 18.2)

- *Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement...."* (Transportation Element Objective 18, Policy 18.4)

- *Improve the city's pedestrian circulation system to provide for efficient, pleasant, and safe movement.* (Transportation Element Objective 23)

- *Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.* (Transportation Element Objective 23, Policy 23.2)

- *Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks, and forcing indirect crossings to accommodate automobile traffic.* (Transportation Element Objective 23, Policy 23.3)

- *Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.* (Transportation Element Objective 23, Policy 23.6)

- *Improve the ambience of the pedestrian environment.* (Transportation Element Objective 24)

- *Provide secure and convenient parking facilities for bicycles.* (Transportation Element Objective 28)

- *Provide secure bicycle parking in new governmental, commercial, and residential developments.* (Transportation Element Objective 28, Policy 28.1)

- *Provide parking facilities which are safe, secure, and convenient.* (Transportation Element Objective 28, Policy 28.3)

- *Relate the amount of parking in residential areas and neighborhood commercial districts to the capacity of the City's street system and land use patterns.* (Transportation Element Objective 34)

- *Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.* (Transportation Element Objective 34, Policy 34.1)

- *Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.* (Transportation Element Objective 34, Policy 34.3)

- *Meet short-term parking needs in neighborhood shopping districts consistent with preservation of a desirable environment for pedestrians and residents.* (Transportation Element Objective 35)

- *Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.* (Transportation Element Objective 35, Policy 35.1)

- *Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.* (Transportation Element Objective 35, Policy 35.2)

- *Make freeway and major surface street improvements to accommodate and encourage truck/service vehicles in industrial areas away from residential neighborhoods.* (Transportation Element Objective 39)

Consistency: A stated key goal of the proposed Redevelopment Plan (Goal 3) is to create a pedestrian-oriented environment that encourages walking as the primary transportation mode within the Project Area and encourage the use of alternative modes of transportation by future area residences, worker, and visitors, and support the development of the adjacent Caltrain Bayshore station as a major multi-modal transit facility. The Redevelopment Plan includes a listing of associated objectives that would specifically serve to implement these General Plan transportation objectives and policies, including objectives calling for: construction of walkable streets in Zone 1 to facilitate easy pedestrian travel; providing multiple street level entrances to new residential and retail buildings to foster sidewalk activity; improve pedestrian safety along Bayshore Boulevard through pedestrian-oriented intersection improvements and traffic calming; encouraging development that promotes alternative travel modes; enhancing the attractiveness and safety of transit stop locations in the area; and encouraging "regional connectivity" between the Visitacion Valley area and the Baylands area of Brisbane and other areas.

The Design for Development also states that "Visitacion Valley's east/west streets will continue across Bayshore Boulevard into the Schlage Lock site and integrate the site with the larger Visitacion Valley neighborhood."[1]

4.1.6 Transit-First Policy

In 1998, the San Francisco voters amended the City Charter (section 16.102) to include a Transit-First Policy. The Transit-First Policy is a set of principles which underscore the City's commitment that travel by transit, bicycle, and on foot be given priority over the private automobile. These principles are embodied in the policies and objectives of the *Transportation Element*. All City boards, commissions, and departments are required, by law, to implement transit-first principles in conducting City affairs.

The proposed Visitacion Valley redevelopment program has been formulated to implement the City's Transit-First Policy by encouraging development that promotes use of public transit. Specifically, the proposed Redevelopment Plan component of the program includes the following transit-oriented goals and objectives:

- encourage the use of alternative modes of transportation by future area residents, workers and visitors, and support the development of the Caltrain [Bayshore] station as a major multi-modal transit facility;
- encourage development that promotes the use of public transit;
- coordinate with local and regional transportation and planning agencies to facilitate rights-of-way connectivity and access to public transportation;
- enhance the attractiveness, safety and functionality of transit stop locations within the Project Area; and
- encourage new buildings on adjacent parcels to include safe pedestrian connections to the Caltrain facility.

The extension of the Muni Metro T line along the Bayshore Boulevard median, with stops at Arleta Avenue and Sunnydale Avenue, terminating at the city/county line and southern boundary of the Project Area, has been recently completed and is now operational. The Caltrain Bayshore station has recently been relocated to its current location at the southeast corner of the Project Area (400 Tunnel Avenue). The reconstructed and enhanced new station includes a pedestrian bridge over the tracks with stair/elevator towers on either side which directly serve the Project Area. In addition, plans are underway to further extend the Muni Metro T line eastward from its current Bayshore Boulevard terminus at the city/county line east to connect with the relocated Caltrain Bayshore station, creating a full-service, multi-modal transit facility at the southeast corner of the Project Area.

Consistency: Largely in response to these significant recent local and regional multi-modal transit improvements, the Visitacion Valley redevelopment program, including the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, is specifically intended to encourage transit-oriented residential

[1] January 2008 Draft Design for Development, page 16.

development along the recently-completed Muni Metro T line extension and adjacent to the Caltrain Bayshore multi-modal transit station.

4.1.7 Air Quality Element

The *Air Quality Element* of the General Plan is composed of six sections, each of which focuses on different aspects of air quality improvement. Project consistency with relevant objectives and policies of the Air Quality Element concerning mobile source emissions and land use planning is discussed in chapter 9, Air Quality, of this EIR. In general, the proposed Project goals to increase transit access and enhance non-auto travel (see section 4.1.6 above) would reduce mobile source emissions from automobiles.

4.1.8 Urban Design Element

The *Urban Design Element* of the General Plan addresses the physical character and environment of the City, including issues related to City Pattern, Conservation (including preservation), Major New Development, and Neighborhood Environment. The following objectives and policies of the *Urban Design Element* are also relevant to consideration of the proposed Visitacion Valley redevelopment program:

(a) Existing Height Designations. The *Urban Design Element* includes building height and bulk control policies for selected areas of the City. Map 4 of the *Urban Design Element*, entitled *Urban Design Guidelines for Height of Buildings*, designates the entire Project Area for a height range of 0-to-40 feet, as illustrated herein on Figure 3.7 (Existing Building Height Limitations).

(b) Proposed Height Designation Changes. Map 4 of the *Urban Design Element*, entitled *Urban Design Guidelines for Height of Buildings,* would be revised for Zone 1 to replace the existing allowable building height of 0-to-40 feet to the area-specific height allowances specified in the Design for Development and illustrated on Figure 3.8 (Proposed Building Height Limitations), which range from 40 to 85 feet (3 to 8 stories).

(c) Other Pertinent Objectives and Policies. The *Urban Design Element* also establishes the following additional objectives and policies pertinent to consideration of the proposed Project:

- *Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.* (Urban Design Element Objective 2)

- *Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.* (Urban Design Element Objective 2, Policy 2.4)

- *Moderation of major new developments to complement the City pattern, the resources to be conserved, and the neighborhood environment.* (Urban Design Element Objective 3)

- *Improvement of the neighborhood environment to increase personal safety, comfort, pride, and opportunity.* (Urban Design Element Objective 4)

- *Protect residential areas from the noise, pollution, and physical danger of excessive traffic.* (Urban Design Element Objective 4, Policy 4.1)

- *Make use of street space and other unused public areas for recreation.* (Urban Design Element Objective 4, Policy 4.11)

- *Improve pedestrian areas by providing human scale and interest.* (Urban Design Element Objective 4, Policy 4.13)

Consistency: In Zone 1, the existing *Urban Design Element* Map 4 ("Urban Design Guidelines for Height of Buildings") would be revised to replace the existing allowable building height range of 0-to-40 feet to the area-specific height allowances specified in the proposed Design for Development, which are illustrated on Figure 3.8 (Proposed Height Limitations) of this EIR. In addition, the Design for Development also includes Building Height Design Guidelines encouraging variation in building heights within and across blocks to create visual interest and avoid the appearance of monolithic development, and encouraging a stepping up of building heights with the slope of the site.

The existing *Urban Design Element* Map 5 ("Urban Design Guidelines for Bulk of Buildings") would also be revised to replace existing building bulk allowances with the "building massing" controls described on page 36 of the Design for Development.

The Design for Development describes the intent of these new building height and bulk controls and guidelines to articulate the "architecture and massing" of buildings, to encourage building height variation across the site to provide visual interest, protect one or more visual landmarks, preserve light and air, and enable views into open space areas.

4.1.9 Environmental Protection Elements

The General Plan *Environmental Protection Element* includes goals, policies and objectives for the protection of San Francisco natural resources, including the Bay, Ocean and shoreline; air; fresh water supply, land resources, plant and animal life, transportation noise, energy, and hazardous waste.

In August 2006, the Redevelopment Agency prepared a CEQA-prescribed "Initial Study" for the proposed Visitacion Valley redevelopment program that identified all environmental factors potentially affected by the program (involving at least one impact that is "potentially significant"). The Initial Study is included in Appendix 20.1 of this EIR. The Initial Study determined that: the fully urbanized Project Area contains no known rare, endangered or other special-status plant or animal species habitat; the proposed redevelopment program would not substantially affect or substantially diminish any plant or animal habitat; and the Project Area is not utilized by any resident or migratory wildlife species and is not subject to any adopted conservation plan or natural community conservation plan.

Consistency: The Initial Study did determine that the proposed redevelopment program could have potentially significant air quality, transportation, noise, energy, and hazardous waste related impacts. Environmental Protection Element goals and policies that are pertinent to these impact categories, and Project consistency with these policies, are considered and addressed in chapter 9 (Air Quality), chapter 11 (Hazard and Hazardous Materials), and chapter 13 (Noise) of this EIR.

4.1.10 Community Facilities Element

Policies set forth in the General Plan *Community Facilities Element* that are pertinent to consideration of the environmental effects of the proposed Visitacion Valley redevelopment program are listed, and program consistency with those proposed policies, is described in subsections 14.1.2, 14.2.2, 14.3.2, 14.4.2, and 14.5.2 (all titled "Regulatory Framework") of chapter 14 (Public Services) and in section 15.2 (Regulatory Framework) of chapter 15 (Utilities and Service Systems) of this EIR.

4.1.11 Community Safety Element

Policies set forth in the General Plan *Community Safety Element* that are pertinent to consideration of the proposed Visitacion Valley redevelopment program are listed, and program consistency with those policies is described, in section 11.2 (Regulatory Framework) of chapter 11 (Hazards and Hazardous Materials) of this EIR.

4.1.12 Arts Element

The General Plan *Arts Element* includes a statement of objectives and policies intended to strengthen recognition of the arts in San Francisco. The following *Art Element* objectives and policies are pertinent to consideration of the proposed Visitacion Valley redevelopment program:

- *Recognize the arts as necessary to the quality of life for all segments of San Francisco.* (Arts Element Objective I-1)
- *Promote inclusion of artistic considerations in local decision-making.* (Arts Element Policy I-1.1)
- *Strive for the highest standards of design of public buildings and grounds and structures placed in the public right-of-way.* (Arts Element Policy I-3.3)
- *Support arts and cultural programs which address the needs of diverse populations.* (Arts Element Objective II-2)
- *Identify and address the needs of arts programs and facilities for all segments of San Francisco.* (Arts Element Policy II-2.1)
- *Promote arts education programs that reflect the cultural diversity of San Francisco.* (Arts Element Objective II-3)
- *Encourage arts education offerings in the community and the schools to include art and artists from many cultures.* (Arts Element Policy II.3.1)
- *Support the continued development and preservation of artists' and arts organizations' spaces.* (Arts Element Objective VI-1)
- *Encourage the use of available and existing facilities under local government jurisdiction by artists and arts organizations.* (Arts Element Policy VI-1.7)

Consistency: The Redevelopment Plan component of the proposed redevelopment program includes the following stated objectives which would serve to implement Arts Element objectives and policies listed above:

- create opportunities for the old Schlage Lock Building to serve the Project Area as a landmark that can be used for a variety of civic purposes;
- attract educational facilities including job training, ESL (English as a Second Language) classes, City College extension, arts programs, and multi-cultural resources;
- incorporate local art in the design of public places; and
- incorporate local historical, ecological, cultural, and artistic elements in the designs of buildings, streetscapes, and parks.

The Design for Development calls for retaining the "Old Schlage Lock Administration Building" "as a contributing for rehabilitation and use community space," and includes development controls and design guidelines specifically formulated to achieve a high standard of architectural design along the principal travel routes through the Project Area.

4.2 SAN FRANCISCO PLANNING CODE (ZONING)

4.2.1 Existing Planning Code Provisions

(a) Zone 1. As illustrated on Figure 3.11, the current Planning Code designates properties in Zone 1 on the east side of Bayshore Boulevard "M-1" Light Industrial (the former Schlage Lock property) and "M-2" Heavy Industrial District (former Southern Pacific Railroad properties), designations which permit a broad range of industrial and commercial land uses.

(b) Zone 2. Properties in Zone 2 fronting on the west side of Bayshore Boulevard are designated "NC-3" Moderate-Scale Neighborhood Commercial District and properties fronting on either side of Leland Avenue are designated "NC-2" Small-Scale Neighborhood Commercial District, except for four lots designated "RH-1/NC-2" or "RH-1/NC-3" Residential, House: One-Family/ Neighborhood Commercial; none of these four lots are currently occupied by one-family houses. Properties in the Blanken Triangle portion of Zone 2 are designated "NC-1" Neighborhood Commercial.

4.2.2 Proposed Planning Code Provisions

(a) Zone 1. As illustrated on Figure 3.12, to implement the Redevelopment Plan and Design for Development land use goals and objectives, Planning Code designations for Zone 1 would be redesignated from "M-1" and "M-2" to "NC-T3" Neighborhood Commercial Transit, a newly-formed district, along Bayshore Boulevard and "RTO" Residential Transit Oriented, another newly-formed district, in the southeast portion of Zone 1 near the Bayshore Caltrain station. The NC-T3 designation would permit neighborhood commercial as a primary use. Both designations would prohibit industrial uses. The RTO designation would permit residential as a primary rather than a conditional use and certain neighborhood-serving commercials uses.

In addition, the entire Project Area (Zones 1 and 2) would be designated as a new Special Use District (SUD) overlay zone which would establish the Redevelopment Plan and Design for Development as the applicable land use and development control documents for the area.

(b) Zone 2. Planning Code designations for Zone 2 properties fronting on the west side of Bayshore Boulevard would be changed from "NC-3" to "NC-T3" Neighborhood Commercial Transit, a newly formed Planning Code district. This redesignation would lift the unit density restriction and minimum parking requirements of the current NC-3 district. Properties fronting on the west side of Bayshore would also be placed in a new building height district permitting heights up to 55 feet (see Figure 3.8). The Planning Code designation for Zone 2 properties fronting on Leland Avenue and within the Blanken Triangle would remain unchanged--i.e., would remain "NC-2" Small Scale Neighborhood Cluster and "NC-1" Neighborhood Commercial Cluster, respectively.

4.3 PERTINENT REGIONAL PLANS

4.3.1 ABAG's Regional Land Use Policy Framework

The Association of Bay Area Governments (ABAG) has been established as the regional planning agency and council of governments for the nine-county San Francisco Bay Area responsible for addressing in a regional context such intraregional issues as land use, housing, environmental quality, and economic development. The most recent regional land use policy document adopted by ABAG is entitled A Proposed Land Use Policy Framework for the San Francisco Bay Area, adopted by the ABAG Executive Board in July 1990. The document is described as a regional policy framework for future land use decisions in the Bay Area. The ABAG Land Use Policy Framework respects the need for strong local control, but also recognizes the importance of regional comprehensive planning for issues of regional significance. The document contains policies that (1) direct growth where regional infrastructure (e.g., freeways, transit, water, solid waste disposal, sewage treatment) is available and natural resources will not be overburdened; (2) encourage development that discourages long-distance commuting; (3) call for the establishment of firm growth boundaries; and (4) encourage provision of housing at all levels.

Consistency: The proposed Visitacion Valley redevelopment program is substantially consistent with this ABAG Land Use Policy Framework. Key objectives of the redevelopment program are to facilitate viable urban infill, encourage transit-oriented residential development in proximity to the new Muni Third street Light Rail Line extension through the Project Area and the recently relocated Caltrain Bayshore Station, and improve affordable opportunities.

4.3.2 Regional Air Quality Plans

Chapter 9 (Air Quality) of this EIR provides an analysis of Visitacion Valley redevelopment program air quality impacts and a discussion of redevelopment program consistency with applicable regional air quality management plans and policies. Chapter 9 also includes an identification of mitigation measures to reduce redevelopment program-related air quality impacts, but nevertheless describes the potential long-term regional air emissions increases associated with redevelopment program-facilitated growth as significant and unavoidable, even though the proposed Visitacion Valley redevelopment program would reduce potential air emissions by facilitating infill, transit-oriented development, and walkable streets.

4.3.3 Regional Water Quality Control Plan

Addressing its legal mandates from the U.S. Environmental Protection Agency (EPA) and the state's Porter-Cologne Act, the San Francisco Bay Regional Water Quality Control Board (RWQCB) developed and adopted the first San Francisco Bay Basin Water Quality Control Plan (Basin Plan) in 1968. The most recent update to the Basin Plan was adopted in 1995 (1995 Basin Plan).[1] Development facilitated by the proposed Visitacion Valley redevelopment program would be required to comply with the 1995 Basin Plan. For developments involving more than one acre of land disturbance, compliance would require project preparation and implementation of an approved *Storm Water Pollution Prevention Plan (SWPPP)* during project construction and operation, and a *stormwater permit* to comply with NPDES regulations. (See further discussion of Project-Related SWPPP requirements and associated Project compliance in EIR chapter 12, Hydrology and Water Quality, sections 12.2.2 (Federal and State Water Quality Regulations), 12.2.3 (City of San Francisco Stormwater Quality Control Requirements), and 12.3.2 (Impacts and Mitigations), especially Mitigation 12-1(a).)

[1] San Francisco Bay Basin Water Quality Control Plan. California Regional Water Quality Control Board, San Francisco Bay Region, June 1995.

5. LAND USE

This EIR chapter describes the existing mix of residential, neighborhood-serving, commercial, vacant industrial, rail, civic and public open space land uses in and around the Project Area; applicable City land use policies and regulations; the potential effects of the proposed Visitacion Valley redevelopment program on these land use characteristics based primarily on the 15-year "Project-Facilitated Growth Assumptions" identified in section 3.11 of chapter 3 (Project Description) herein; and mitigation measures warranted to address identified significant adverse land use impacts.

5.1 SETTING

5.1.1 Regional and Local Context

The Project Area is located in the southeastern area of the City and County of San Francisco in the Visitacion Valley neighborhood. The location of the Project Area within San Francisco and the Visitacion Valley neighborhood is illustrated by Figures 3.1 through Figure 3.3 in chapter 3 (Project Description).

Visitacion Valley is formed by the topographic basin located southeast of McLaren Park and reaching out to San Francisco Bay. Geography and street grid features link more directly to cities to the south--i.e., Brisbane and Daly City--than to downtown San Francisco. The slopes of McLaren Park create and separate Visitacion Valley from the rest of San Francisco.[1] The area is bounded by the City border to the south and Highway 101 to the east, and includes a collection of residential neighborhoods lying below the park, as well as the Leland Avenue, Bayshore Boulevard, and vacant industrial portions of the Project Area.

Bayshore Boulevard, the main vehicular artery in the neighborhood, bisects Visitacion Valley into the residential neighborhoods of Visitacion Valley and Little Hollywood. Leland Avenue, running east-west, is the neighborhood's commercial strip. Little Hollywood, distinguished by a collection of Southern California-style bungalows, lies between the vacant industrial district (Redevelopment Zone 1) and Highway 101.

Two major new transit improvements have recently occurred in Visitacion Valley: the completion of the southern terminus of the new Muni Third Street Light Rail extension (Muni Metro T line) along the Bayshore Boulevard median to its new terminus at the city/county line, and the relocation and upgrade of the CalTrain Bayshore Station at the southeast edge of the Project Area.

[1] City and County of San Francisco Planning Department, *Profiles of Community Planning Areas: San Francisco's Eastern Neighborhoods*; 1999-2007.

5.1.2 Project Area Land Use

(a) Overall Land Use Pattern. As illustrated by Figure 3.2 in chapter 3 (Project Description), the Project Area is comprised of approximately 46 acres at the foot of Visitacion Valley, extending on both sides of Bayshore Boulevard roughly between Sunnydale Avenue and Blanken Avenue. Bayshore Boulevard extends through the Project Area in a generally north-south direction, providing direct vehicular arterial access south to northeastern San Mateo County and the "Baylands" area of Brisbane; north and northeast to U.S. 101 and the Bayview and Hunters Point neighborhoods (via Third Street); and east to Candlestick Park and the Candlestick Point State Recreation Area via 3rd Street, Jamestown Avenue, and Gilman Avenue.

The new Muni Metro T line extension runs along the Bayshore Boulevard median, with stops within the Project Area at Arleta Avenue and Sunnydale Avenue, and terminating at the city/county line and southern boundary of the Project Area.

Principal local streets within and through the Project Area include: Leland Avenue, extending west from Bayshore Boulevard; Visitacion Avenue, extending west from Bayshore; Sunnyvale Avenue, extending west from Bayshore; and Blanken Avenue, extending east from Bayshore Boulevard and under U.S. 101 to connect with Executive Park Boulevard and Candlestick Point (via Jamestown Avenue).

The multi-track Caltrain/Union Pacific railroad system traverses the eastern edge of the Project Area. A railroad tunnel beneath Bayshore Boulevard is located at the north portion of the Project Area, with a southern opening at (below) Blanken Avenue (see Figures 3.2 and 3.3 in chapter 3, Project Description).

(b) Zone 1 Land Use. The largest consolidated portion of the Project Area, the approximately 20-acre Redevelopment Plan designated Zone 1, lies east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the county line. Zone 1 includes the vacant former Schlage Lock manufacturing facility and Southern Pacific Brisbane Railyard (Bayshore railyard). Zone 1 is currently zoned M-1 and M-2, designations which permit a broad range of industrial and commercial land uses.

The Schlage Lock Company opened its Visitacion Valley facility for the manufacturing of door hardware and lock parts in 1926. The operation ultimately grew to five plants--Plants 1 (1926), 2 (1943), 1X (1963) and 3X (1967)--occupying approximately 12 acres west of Bayshore Boulevard and representing an important source of manufacturing jobs in the area. The Ingersoll-Rand Corporation acquired the Schlage Lock Company in 1974. In 1980 Ingersoll-Rand sold part of the property containing Plants 3 and 3X to the Pacific Lithograph Company, which conducted printing operations on the site until 1993. Touch-Plate International Corporation, a subsidiary of Schlage Lock, acquired Pacific Lithograph in 1995 and used Plant 3 and 3X primarily for equipment storage. Schlage Lock ceased all manufacturing operations at the facility in 1999.

Ingersoll-Rand subsequently began discussions with the Home Depot Company, which in turn submitted an application to develop a 108,000 square foot regional outlet on the vacant Schlage Lock property. The Home Depot application was subject to substantial opposition by local residents, resulting in withdrawal of the proposal.

The Bayshore railyard was also an important source of local jobs for the fist half of the 20th century, but activity declined after 1954 when heavy repair of steam locomotives ceased. In 1988, all freight operations moved to South San Francisco. In 1990, Tuntex USA, which later became Universal Paragon Corporation (UPC), purchased most of the railyard from Southern Pacific. The northern tip of the railyard adjacent to Blanken Avenue remains public property, with a portion owned by Union Pacific (the successor to Southern Pacific) and the Peninsula Corridor Joint Powers Authority (PCJPA), which operates the Caltrain commuter rail line.

The largely vacant condition of the Schlage lock and Bayshore railyard properties and the recent community opposition in the Home Depot proposal, in combination with the Muni Metro T line and Caltrain Bayshore station improvements, have led to community efforts to revitalize and look at alternative land uses for Zone 1 that would address an identified double need for more housing and community retail services in the neighborhood.

(c) Zone 2 Land Use. Redevelopment Plan designated Zone 2, the approximately 26-acre portion of the Project Area primarily on the west side of Bayshore Boulevard, is comprised of general commercial (dominated by auto-related businesses), light industrial, residential, and mixed use (commercial-residential) parcels fronting on Bayshore Boulevard, and neighborhood commercial, residential, and mixed use (commercial-residential) parcels fronting on both sides of Leland Avenue extending generally to Rutland Avenue. The small commercial strip along Leland Avenue between Rutland Avenue and Bayshore Boulevard provides day-to-day neighborhood shopping and commercial services to Visitacion Valley residents.

5.1.3 Cumulative Development Anticipated in the Project Vicinity

CEQA Guidelines section 15130 (Discussion of Cumulative Impacts) mandates that an EIR shall consider and discuss the cumulative impacts of a project when the project's incremental effect is cumulatively considerable. Accordingly, various environmental topic chapters of this EIR include discussions of potential cumulative impacts of the Project when its incremental effect under the topic is cumulatively considerable.

CEQA Guidelines section 15130 authorizes the Lead Agency to limit cumulative analysis of probable future projects to those which are planned or have had an application made at the time the NOP is released (CEQA Guidelines section 15130(b)(1)(B)). Accordingly, Table 5.1 lists recently approved and pending substantive development projects in the southeast area of the City shortly after the NOP release date for this EIR. Figure 5.1 shows the location of those projects.

The majority of anticipated cumulative residential development in the Project vicinity is located within City boundaries. The majority of the anticipated non-residential development in the Project vicinity, including commercial, office, hotel, extended-stay, and "other" non-residential development, is located outside the City boundaries in the adjacent City of Brisbane "Baylands" Specific Plan area. An environmental impact report (EIR) is currently being prepared by the City of Brisbane for the proposed Baylands Specific Plan.

In addition to the anticipated local development listed in Table 5.1, other future cumulative development is anticipated throughout the City under the provisions of the City's adopted General Plan. Development is also anticipated over time in the neighboring Peninsula communities of Colma and Daly City.

Table 5.1
SUBSTANTIVE CUMULATIVE DEVELOPMENT PENDING IN THE PROJECT VICINITY, INCLUDING THE CITY'S SOUTHEAST AREA--NOVEMBER 2007

Fig. 5.1

Reference	Location/Project	Anticipated Land Uses
1	**Visitacion Valley Redevelopment Program**	Residential, neighborhood-serving commercial, community education, library, and other community space.
2	**Executive Park**	Residential, neighborhood-serving commercial, and community space.
3	**Candlestick Point**	Residential, regional-serving commercial, office, and 10,000-seat arena.
4	**India Basin Shoreline**	Residential, neighborhood-serving commercial, office, and hotel.
5	**Hunters Point Shipyard Phase 2**	Residential, neighborhood-serving commercial, office, hotel, and 69,000-seat stadium.
6	**Brisbane Baylands Phases 1 and 2**	Residential, community- and neighborhood-serving commercial, office, research and development, light industrial, hotel/extended stay, and convention/trade show center.
7	**Daly City (Cow Palace)**	Residential, community-serving commercial, office, and research and development/industrial.

SOURCE: San Francisco Planning Department; Wagstaff and Associates; November 2007

SOURCE: Wagstaff and Associates, 2007

Figure 5.1

SUBSTANTIVE DEVELOPMENT SITES IN PROJECT VICINITY (Corresponds to Table 5.1)

5.2 REGULATORY FRAMEWORK

CEQA Guidelines section 15125(d) states, *"The EIR shall discuss any inconsistencies between a proposed project and applicable general plans and regional plans."* Chapter 4 of this EIR (Project Consistency with Local and Regional Plans) includes a comprehensive discussion of the relationship of the proposed Project, including the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, with the San Francisco General Plan and with pertinent regional plans, including ABAG, Bay Area Air Quality Management District, and Regional Water Quality Control Board plans. The comprehensive discussion in chapter 4, as it pertains to land use, is summarized below (see chapter 4 for more detail).

5.2.1 San Francisco General Plan and Planning Code

Existing General Plan and Planning Code provisions for the Project Area are described in Chapter 3 (Project Description), subsections 3.8.1 (Existing General Plan Map Designations) and 3.9.1 (Existing Planning Code Provisions) of this EIR, and are illustrated on Figure 3.9 (Existing General Plan Land Use Designations) and Figure 3.11 (Existing Planning Code Designations) in chapter 3.

5.3 IMPACTS AND MITIGATION MEASURES

5.3.1 Significance Criteria

Based on Appendix G of the CEQA Guidelines,[1] the proposed Project (the Visitacion Valley redevelopment program) and anticipated Project-facilitated growth scenario would be considered to have a significant adverse land use impact if they would:

(1) Physically divide an established community; or

(2) conflict with any applicable land use plan, policy, or regulation of the City of San Francisco adopted for the purpose of avoiding or mitigating an environmental effect, including, but not limited to, the General Plan and Planning Code.

5.3.2 Project Consistency with Applicable Land Use Plans and Policies

(a) Proposed General Plan and Planning Code (Zoning) Changes. Project-proposed General Plan amendments are described in subsections 3.8.2 (Proposed General Plan Amendments) and illustrated on Figure 3.8 (Proposed General Plan Amendments). Project-proposed Planning Code changes are described in subsection 3.9.2 (Proposed Planning Code Changes) and illustrated on Figure 3.9 (Proposed Planning Code Changes).

(b) Project Consistency with General Plan Policies. As described in chapter 4 (Project Consistency with Local and Regional Plans) herein, the General Plan is the embodiment of the City's vision for the future of San Francisco. The various General Plan components and Project (redevelopment program) consistency with associated goals, policies and objectives are comprehensively described in section 4.1 in chapter 4. With respect to land use, identified

[1] CEQA Guidelines, Appendix G, Items a, b, k, u, v, w, and y; and Appendix i, Items i(c) and II(b).

General Plan "priorities" include: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter traffic and its effects on Muni service, street circulation, and neighborhood parking; (5) protection of industrial and service land uses from commercial office development, and enhancement of resident employment and business ownership; and (6) protection of open space.

The proposed Project, including the proposed Redevelopment Plan and Design for Development, has been formulated to implement these General Plan "priority policies" pertaining to land use. The proposed Redevelopment Plan and Design for Development are intended to preserve and enhance neighborhood-serving retail uses, including the attraction of a grocery store to Zone 1, and the promotion of neighborhood-serving retail in the greater Project Area to provide residents and workers with immediate access to daily shopping needs. The Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, are also intended to preserve and enhance affordable housing opportunities in the Project Area. The proposed Redevelopment Plan states a specific goal (Goal 6) to develop new housing to help address the City and regional housing shortfall, with associated objectives to avoid displacement of any residents, assist with the preservation and rehabilitation of existing affordable housing, facilitate the construction of new housing for a range of income levels and household sizes, and increase the local supply of well-designed affordable housing for low-income and working individuals, families and seniors. The Design for Development proposed changes to building height and bulk allowances at selected locations within the Project Area, including Zone 1 and along Bayshore Boulevard, are specifically intended to facilitate affordable housing development by fostering more mixed use and higher residential densities in these subareas.

The proposed Redevelopment Plan also includes stated objectives to incorporate a mix of retail and community service uses in the Project Area, provide economic opportunities for current Visitacion Valley residents and businesses, and provide for participation of property owners in the redevelopment of their own properties. The proposed Redevelopment Plan includes stated Goals and Objectives formulated to protect existing service land uses and enhance resident employment and business ownership.

The proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code changes have also been specifically formulated to foster neighborhood-serving retail and service commercial development, and to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the General Plan *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

In addition, these Project components are intended to encourage transit-oriented residential development along the recently completed Muni Metro T line and near the new Caltrain Bayshore multi-modal transit station.

Finally, the Redevelopment Plan and Design for Development goals and policies have been formulated to protect and improve open space provisions in the Project Area. A stated primary goal of the Redevelopment Plan is to create well-designed open spaces that enhance the existing community and new development (Goal 5). Associated objectives are listed in the proposed Redevelopment Plan to create new parks, greenways and plazas, and to create a

mechanism to ensure the long-term maintenance of Project Area parks and streetscapes. The Design for Development includes three new park areas, totaling approximately 2.5 acres.

5.3.3 PDR Land Supply Study

The San Francisco Planning Department has been considering possible options for substantial rezoning of the City's Eastern Neighborhoods in response to changing land use demands, including increasing demands for housing. One of the rezoning options, "Option B," would change where certain production, distribution and repair (PDR) uses are permitted in the City, by reducing the amount of land on which PDR uses would be allowed, while increasing the amount of land on which *only* PDR uses are allowed.

PDR activities in the Eastern Neighborhood and associated jobs have served an important function in the City economy. PDR activities continue to provide goods and services that support other primary industries in the City, such as tourism, office headquarters, and high technology. PDR activities also provide for many of the personal and business service needs of the City population, ranging from auto repair to retail goods distribution.

A PDR study was undertaken for the Planning Department in 2005 by Economic & Planning Systems (EPS study) to properly consider rezoning Option B.[1] The EPS study found that, with implementation of rezoning Option B, adequate land would remain available between now and 2025 to accommodate anticipated PDR activities and employment in San Francisco, assuming that certain lands both inside and outside the Eastern Neighborhoods could be made available for PDR use, including lands at the former Hunters Point Shipyard, now under Redevelopment Agency jurisdiction, and other lands under Port of San Francisco jurisdiction.[2]

The EPS study did not include the Schlage Lock site (Redevelopment Zone 1) in its inventory of potentially available land to accommodate future PDR growth in the City; however, the study did consider the effects of anticipated general declines in PDR activity and jobs due to the comparatively higher value of non-industrially zoned lands. The land use changes proposed by the Project are therefore consistent with the trends anticipated in the EPS study and with associated projections of future PDR land availability. Based on the EPS report conclusions, the Project-related loss of potential PDR activity in the Project Area would not significantly reduce the City's ability to accommodate anticipated future PDR activity.

5.3.4 Future Project Area Land Use (Growth) Assumptions

As explained in greater detail in section 3.11 (Project-Facilitated Growth Assumptions) of chapter 3 (Project Description), this EIR analyzes the potential environmental impacts associated with full realization of the Project Area buildout potential anticipated with adoption and implementation of the proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code changes.

These proposed Project components are intended to facilitate improved housing opportunities, improved neighborhood-serving commercial development, and increased private investment in the Project Area through elimination of blight conditions, creation of improved site development

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[1] Economic & Planning Systems, Eastern Neighborhood Rezoning and Area Plans, 2005.

[2] Ibid., pages 5 and 62.

opportunities, and other actions designed to increase the overall feasibility and desirability of development. The impact analyses in this EIR are based on the conservative (most intensive development) assumption that the proposed Project will be fully successful in meeting these objectives and substantially increase overall economic development in the Project Area.

It is also assumed that, as required by law, future Project-facilitated development would take place within the framework of the Redevelopment Plan, Design for Development, General Plan and Planning Code, as amended--i.e., as illustrated on Figures 3.5 (Proposed Redevelopment Plan Land Use Districts), 3.6 (Proposed Design for Development "Urban Concept Plan"), 3.8 (Proposed Building Height Limitations), 3.10 (Proposed General Plan Land Use Designations), and 3.12 (Proposed Planning Code Designations) in chapter 3. Based on the Project-facilitated growth assumptions described in chapter 3 (Project Description), section 3.12 (Project-Facilitated Growth Assumptions), projections of Project Area development between now and the year 2025 without versus with the Project have been developed by Redevelopment Agency and Planning Department staff. The projections are summarized in Tables 5.2 and 5.3.[1]

The "with Project" growth projections in Table 5.2--i.e., the "Project-facilitated growth increment"--are intended to reflect the assumption that the Project (redevelopment program) will be highly successful in stimulating, directly and indirectly, the development of a substantially greater amount of additional residential, neighborhood-serving retail, and cultural/institutional/educational development than a future without-Project scenario.

Table 5.2 shows that, in general, the With Project scenario would result in a substantially higher residential development increment (approximately 1,585 additional units) than the Without Project scenario (approximately 8 additional units); a substantially higher neighborhood-serving retail development increment (approximately 131,500 more square feet, including an approximately 70,000-square-foot grocery store in Zone 1); an intended transition from general commercial to neighborhood-serving commercial (i.e., an approximately 39,377 reduction in service commercial, office, auto repair, distribution floor area); and an increased increment of cultural/institutional/educational growth (approximately 25,000 square feet of additional floor area).

As shown in Table 5.3, it is estimated that the proposed combination of Redevelopment Plan activities, Design for Development controls and guidelines, and associated General Plan amendments and Planning Code changes would facilitate a net housing increase in the Project Area (over what could occur without the Project) of up to approximately 1,577 new multi-family units, a net retail commercial increase of up to approximately 131,500 square feet, a net decrease in other types of commercial uses (e.g., office, production/distribution/repair) of up to approximately 42,285 square feet, and a net increase in cultural/institutional/educational uses (community centers and library) of up to approximately 17,000 square feet.

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[1]Please note that the year 2025 development scenario used in this EIR for purposes of conservative environmental impact assessment may be different from the development estimates on which the fiscal analysis in the Preliminary Report for the Redevelopment Plan are based. That analysis assumes a smaller, more fiscally conservative growth scenario so that estimated revenues are conservative rather than overstated (i.e., a conservative economic scenario with a smaller rate of revitalization and growth, and corresponding slower rate of tax increment growth).

Table 5.2
VISITACION VALLEY PROJECT AREA DEVELOPMENT PROJECTIONS WITHOUT VS. WITH PROJECT

	Redevelopment Zone 1		Redevelopment Zone 2		**Totals**	
Residential (units)	Without Project	With Project	Without Project	With Project	Without Project	With Project
Existing	3	3	173	173	176	176
New (net growth)	0	1,250	8	335	8	**1,585**
Total	3	1,253	181	508	184	1,761
Retail Commercial (sq. ft.)						
Existing	0	0	86,933	86,933	89,933	86,933
New (net growth)	0	105,000	0	26,500	0	**131,500**
Total	0	105,000	86,933	113,433	86,933	218,433
Other Commercial (sq. ft.)[1]						
Existing	5,500	5,500	95,341	95,341	100,841	100,841
New (net growth)[2]	0	(5,500)	5,908	(33,877)	5,908	**(39,377)**
Total	5,500	--	101,249	61,464	106,749	61,464
Cultural/Institutional/ Educational[3]						
Existing	0	0	17,300	17,300	17,300	17,300
New (net growth)	0	15,000	8,000	10,000	8,000	**25,000**
Total	0	15,000	25,300	27,300	25,300	42,300

SOURCE: Redevelopment Agency and Planning Department; October 2006.

[1] "Other Commercial" includes medical/dental office facilities; offices; and production, distribution, and repair uses (including auto-related).

[2] Projected reduction in "Other Commercial" floor area total "With Project" reflects Project intent to facilitate a transition in Project Area commercial use from general commercial to neighborhood-serving retail.

[3] "Cultural/Institutional/Educational" includes community centers and libraries.

Table 5.3
COMPARISON OF ANTICIPATED DEVELOPMENT IN PROJECT AREA WITHOUT AND WITH THE PROJECT (VISITACION VALLEY REDEVELOPMENT PROGRAM)

	Existing Project Area	Projected Growth Increment in Project Area Without Project (2010-2025)	Projected Growth Increment in Project Area With Project (2010-2025)	Projected Totals in Project Area Without Project (2025)	Projected Totals in Project Area With Project (2025)	**Projected Growth Increment in Project Area Due to Project**
Residential Units	176	8	1,585	184	1,761	**1,577**
Retail Commercial (sq. ft.)	89,933	0	131,500	86,933	218,433	**131,500**
Other Commercial (sq. ft.)	100,841	5,908	(39,377)	106,749	61,464	**(45,285)**
Cultural/ Institutional/ Educational (sq. ft.	17,300	8,000	25,000	25,300	42,300	**17,000**

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006; derived from Table 5.1 herein.

5.3.5 Anticipated Project Effects on Project Area Land Use Pattern

(a) Zone 1. The proposed Redevelopment Plan, Design for Development and associated General Plan amendments and Planning Code changes are intended to facilitate reuse of the vacant Schlage Lock property and adjacent properties in Zone 1. Figures 3.5 (Proposed Redevelopment Plan Land Use Districts), 3.6 (Proposed Design for Development "Urban Concept Plan"), 3.8 (Proposed Building Height Limitations), 3.10 (Proposed General Plan Land Use Designations), and 3.12 (Proposed Planning Code Designations) in chapter 3 illustrate the Project-proposed site plan and building height concepts for Zone 1. These concepts were derived based on input received at local community meetings where various site plan and design options were discussed. A primary objective of the Project land use and circulation concept is to integrate the new Zone 1 street and land use pattern with the existing street grid pattern in Zone 2 on the opposite side of Bayshore Boulevard. Anticipated Project-facilitated land use changes in Zone 1 by location would be as follows:

- a total of approximately 1,253 new residential units and approximately 105,200 square feet of new neighborhood-serving retail floor space;
- a new 50,000-square-foot grocery store with housing above at the northeast corner of Bayshore Boulevard and Sunnydale Avenue;
- about 20,000 additional square feet of other retail uses between Sunnydale Avenue and Visitacion Avenue on the east side of Bayshore Boulevard;
- a concentration of some of this new neighborhood-serving retail development along the proposed extension of Leland Avenue into this subarea;
- 20 percent of the new retail space in restaurant use (as per the *Leland/ Bayshore Commercial District Revitalization* study);
- three new public parks; and
- conversion of the previously mentioned "Old Schlage Lock Administration Building" on Blanken Avenue into a new 15,000-square-foot community center and integrated into one of the new parks.

Generally, building heights in Zone 1 would be limited to four to eight stories (40 to 85 feet) in height, with the tallest buildings located near the railroad tracks on the east (see Figure 3.8).

(b) Zone 2. The following Project-facilitated land use changes are anticipated along the west side of Bayshore Boulevard in Zone 2:

- existing lots with residential uses would not change;
- existing lots with buildings built after 1995 would not change;
- already developed sub-standard sized lots (i.e., less than the typical minimum size) would not change;
- all existing vacant lots would be developed;

- approximately half of all existing production/distribution/repair (PDR) floor area would convert to retail as anticipated new mixed use development occurs;
- all other existing commercial uses would remain;
- all new development would be either residential, retail, or a mix of both;
- approximately half of all existing non-residential lots would be developed as mixed use (residential-retail) projects;
- the number of new residential units anticipated with development of existing vacant and underutilized land in Zone 2 is based on the maximum residential density allowed in Neighborhood Commercial districts by the current Planning Code: one (1) residential unit per 400 square feet of lot area; and
- 20 percent of the new retail space anticipated in Zone 2 is assumed to be restaurants (as per the *Leland/ Bayshore Commercial District Revitalization* study).

The following Project-facilitated land use changes are anticipated along the Leland Avenue portion of Zone 2:

- existing lots with residential uses would not change;
- existing lots with buildings built after 1995 would not change;
- already developed substandard sized lots (i.e., less than the typical minimum size) would not change;
- all existing vacant lots would be developed;
- all existing commercial uses would remain, sometimes with existing uses incorporated into new developments, with the exception of the existing Super Fair Market at the southwest corner of Leland Avenue and Rutland Street which would be replaced by the scheduled construction of a new approximately 10,000 square-foot community library;
- all new commercial uses would be retail;
- approximately 20 percent of new retail space is assumed to be restaurants (as per the *Leland/Bayshore Commercial District Revitalization* study);
- new development would occur primarily as a mix of residential and retail, with certain exceptions (e.g., the new community library);
- all non-residential lots would be developed as mixed use (residential-retail) projects; and
- the number of anticipated new residential units generally anticipated on existing vacant and underutilized land along Leland Avenue is based on the maximum residential density allowed in the Small-Scale Neighborhood Commercial ("NC-2") district by the current Planning Code: one (1) residential unit per 800 square feet of lot area.

5.3.6 Impacts and Mitigation Measures

Land Use Impacts. New or accelerated development facilitated in the Project Area by the Project would be guided by existing and proposed revisions to General Plan map and Planning Code controls. Project-facilitated development within Zone 1 would be controlled by the proposed Redevelopment Plan and community-derived Design for Development controls and guidelines. Project-facilitated development in Zone 2, including areas along the west side of Bayshore Boulevard, along Leland Avenue, and within the Blanken Triangle--would be controlled by existing General Plan and Planning Code controls for these subareas, and by the Design for Development-based General Plan amendments and Planning Code changes in Zone 2, as described in subsection 5.3.2(a) above, which are considered necessary to facilitate appropriate revitalization activities.

Rather than physically divide the Visitacion Valley community, the proposed Redevelopment Plan and Design for Development have been designed to integrate the two sides of the Project Area by extending the existing street grid in Zone 2 on the west side of Bayshore Boulevard across Bayshore into Zone 1.

The Project-facilitated redevelopment actions in Zone 1 would serve to revitalize this dormant and underutilized subarea. Development facilitated by the Project in Zone 2 would occur as infill, with no significant change in the established community-wide land use pattern. Also, as described in section 5.3.3 (PDR Land Supply Study), the Project-proposed changes in Project Area land use characteristics would not significantly affect the adequacy of the City's future supply of PDR land.

The Redevelopment Plan- and Design for Development-facilitated rehabilitation and improvement actions in Zones 1 and 2, would be expected to foster revitalization of existing underutilized property and overall land use consolidation and nuisance reduction in the Project Area, which would represent positive land use compatibility effects.

The Project would also serve to implement General Plan "Priority Policies" in the Project Area, including the provision of increased housing opportunity, promotion of more neighborhood serving retail uses (including a grocery store), fostering more sustainable forms of mixed use, promoting of transit-oriented housing and mixed use development convenient to the recently-completed Muni Metro T line extension along Bayshore Boulevard and newly renovated Caltrain Bayshore Multi-Modal transit station, and providing additional public open space through the creation of new parks, greenways and plazas. These Project-facilitated buildout scenario land use characteristics would be consistent with the General Plan and would therefore represent ***beneficial environmental effects*** (see criterion 2 under subsection 5.3.1, "Significance Criteria," above).

Mitigation: No significant adverse environmental impact has been identified; no mitigation is required.

Cumulative Land Use Impacts. In addition to the Project-facilitated growth and land use intensification scenario that would be anticipated in the Project Area, other development unrelated to the Project would continue to occur elsewhere in the City's southeast area (see Table 5.1 and Figure 5.1), in the City as a whole, and in the adjacent cities of Brisbane, Colma

and Daly City. Such cumulative development would be expected to be consistent with adopted general and specific plans for these areas, but may still contribute to various adverse cumulative citywide and region-wide environmental impacts (e.g., transportation, air quality, water quality, etc.). These cumulative land use changes would be largely regulated by and consistent with existing San Francisco General Plan and Planning Code provisions and other adopted general plans and zoning provisions, and therefore would represent ***less-than-significant*** environmental impacts (see criterion 2 under subsection 5.3.1, "Significance Criteria," above).

Mitigation. No significant cumulative land use impacts have been identified; no mitigation is required.

6. POPULATION AND HOUSING

This chapter addresses anticipated impacts of the proposed Visitacion Valley redevelopment program on population and housing characteristics in the Project Area and greater San Francisco. Under CEQA, project issues related to population and housing are not considered impacts on the environment unless they result in adverse physical environmental effects. Information presented in this chapter is intended to provide the statistical basis for determining population- and housing-related physical impacts on the environment in subsequent chapters of this EIR (e.g., Transportation and Traffic, Public Services, and Utilities and Service Systems).

The existing and projected population and housing data in this chapter are based on available Project Area information including data prepared by Redevelopment Agency and Planning Department staff, 2000 U.S. Census data, and ABAG *Projections 2007* data.[1]

6.1 SETTING

6.1.1 City and Regional Population and Housing Trends

(a) Population. Table 6.1 shows current population totals and trends compiled by the U.S. Census and ABAG for San Francisco. Historic data are from the U.S. Census, and projections are as derived by ABAG.

In 2000, the population of the City and County was recorded by the U.S. Census as 776,733, ranking San Francisco as the second most populous city, behind San Jose, in the nine-county Bay Area, and the fourth most populous county, behind Santa Clara, Alameda and Contra Costa. San Francisco is nevertheless the most urbanized of the Bay Area counties, with the highest population and residential densities of any of the nine. In 2005, the City had an overall population density of approximately 25 persons per acre.

The data in Table 6.1 indicate that the population of San Francisco grew by approximately 2.5 percent (an increase of approximately 19,067 people) over the five-year period between 2000 and 2005. During the same period, the population of nine-county Bay Area grew by approximately 4.6 percent. For the five-year period from 2005 to 2010, the ABAG-projected population increase for San Francisco will decline to approximately 1.6 percent (an increase of approximately 12,900 people). The projected overall Bay Area population growth increase for the five-year period between 2005 to 2010 is approximately 4.5 percent.

[1]The Association of Bay Area Governments (ABAG) is the regional agency that is responsible for preparing forecasts of population, housing and employment growth in the nine Bay Area counties and their cities, and the most recent set of ABAG regional population, housing and population growth projections is *Projections 2007*, released in December 2006.

Table 6.1
ABAG-PROJECTED POPULATION AND HOUSING TRENDS IN THE CITY AND COUNTY OF SAN FRANCISCO, 2000 TO 2025

	2000	2005	Change (5 years) 2000-2005	Projected Year 2010	Projected Change (5 years) 2005-2010	Projected Year 2025	Projected Change (10 years) 2010-2025
Population	776,733	795,800	19,067 (+2.5%)	808,700	12,900 (+1.6%)	888,400	79,700 (+9.9%)
Households	329,700	338,920	9,220 (+2.8%)	348,330	9,410 (+2.8%)	377,050	28,720 (+8.2%)
Persons per Household	2.35	2.35	-- --	2.32	-- --	2.36	-- --

SOURCE: Association of Bay Area Governments, Projections 2007, December 2006; Wagstaff and Associates, 2007.

The 15-year population growth increase for San Francisco between 2010 and 2025 is projected to be 9.9 percent (approximately 79,700 people). The projected nine-county Bay Area population growth increase over the same 15-year period is approximately 13.2 percent.

(b) Population Per Household. Based on ABAG projections, there were an estimated 2.35 persons per household in the City in 2005. The average household size in the City is projected to decrease slightly to approximately 2.32 by 2010, and increase slightly to approximately 2.36 by 2025. By comparison, the nine-county Bay Area region had an average household size or 2.69 in 2005, which is projected to remain the same through 2025.[1]

(c) Housing. As listed in Table 6.1, the number of households in the City (which roughly equates to the number of housing units) totaled approximately 329,700 in 2005, and increased by approximately 2.8 percent (9,220 households) between 2000 and 2005 to reach 338,920.

San Francisco neighborhoods currently contain a broad range of residential densities, from 25 housing units per acre in the Richmond and Sunset districts to 40 in the Mission and 86 in Chinatown and North Beach.

The ABAG projections in Table 6.1 indicate that, similar to population growth, the rate of housing growth experienced in San Francisco will be approximately 2.8 percent for the five-year period between 2005 and 2010 and 8.2 percent for the 15-year period between 2010 and 2025.

6.1.2 City Jobs/Housing Balance

The 1990 and 2004 versions of the General Plan *Housing Element* summarize the population, housing, and employment challenges facing the City in the future. Notable jobs-housing issues that have been facing the City include a lag in the number of new housing units compared to

[1]Association of Bay Area Governments (ABAG). Projections 2005, December 2004.

population and employment growth during the past 10 years, a geographic and income mismatch between jobs and housing, and insufficient affordable housing construction. These factors have resulted in a large number of commuters, and commute time, and associated adverse effects on traffic and air quality.[1]

According to ABAG *Projections 2007*, the total number of jobs in the City was estimated to be about 642,500 and the total number of households or occupied housing units was estimated to be about 329,700 in 2000, for a year 2000 jobs-to-housing ratio of about 1.92. There were approximately 437,530 employed residents in the City in 2000, averaging about 1.33 wage-earners per household.

As noted previously, between 2000 and 2010, the City's population is projected to grow from approximately 776,733 to 808,700, and the City's household total is projected to grow from approximately 329,700 to 348,330. During this same time-period (2000-2010), the number of jobs in San Francisco is projected to decline by 7.6 percent (642,500 to 593,370).[2] As a result, the jobs-to-household ratio in the City is projected to be 1.70 by 2010, lower than the jobs-to-household ratio in 2005 (1.95). Approximately 395,000 employed residents are anticipated in San Francisco by 2010, averaging about 1.14 wage-earners per household, which is 14 percent lower than the wage-earners per household ratio in 2000 (1.33).

Between 2010 and 2025, the City's population is projected to grow from approximately 808,700 to 888,400 and the number of households is projected to grow from approximately 348,330 to 377,050. During the same time period (2010-2025), an approximately 23.5 percent increase is anticipated in citywide employment (from 593,370 to 733,020).[3] The resulting jobs-to-household ratio in the City is projected to be 1.94 by 2025, substantially higher than the jobs-to-household ratio in 2010 (1.70).

The City's jobs-to-household ratio is projected to become more balanced in the 2010-2025 time period, because the City is projected to experience a 23.5 percent increase in employment during the period. As a result, approximately 442,600 employed residents are anticipated in San Francisco by 2025, representing about 1.17 wage-earners per household, which would be higher than the wage-earners per household ratio in 2000 (1.13) and 2010 (1.14).

To account for retired persons and other residents who are not employed, another useful relationship to consider is the ratio of jobs to the total number of employed persons. According to the 2000 U.S. Census, out of a total citywide population of approximately 776,730, about 448,670 persons were part of the City's labor force. According to *Projections 2007*, about 437,533 persons in the year 2000 labor force were employed either in the City or elsewhere, while the remainder were unemployed. Therefore, the year 2000 ratio of jobs in San Francisco (642,500) to employed persons (437,531) was about 1.47. By 2010, the ratio of jobs in San Francisco (593,370) to employed persons (395,500) is anticipated to be about 1.50. By 2025, the ratio of jobs in San Francisco (773,020) to employed persons (442,600) is anticipated to be

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[1]Spatial mismatch of jobs and housing is due also to the substantial number of workers from the City seeking affordable housing in surrounding communities. The City's ability to provide housing for its workers is thus not keeping up with the citywide growth in jobs.

[2]*Projections 2007*, page 139.

[3]Ibid.

about 1.75. Thus, the number of jobs provided in the City is projected to keep pace with the number of employable City residents, as the total citywide population rises over the next 20 years.

6.1.3 Project Area Population and Housing Characteristics

(a) Existing. As shown in Table 6.2, the Project Area currently contains approximately 168 housing units, including approximately 3 in Zone 1 and 165 in Zone 2. Assuming an average household size of approximately 2.35 people per household in these housing units,[1] it is estimated that about 390 people currently live in the Project Area, including approximately 7 in Zone 1 and 383 in Zone 2. The residential density of the overall Project Area is currently approximately 3.7 units per acre. The residential density of the developed portion in Zone 2 is approximately 6.3 units per acre.

The population density of the overall Project Area is currently approximately 8.4 persons per acre. The population density of the developed portion in Zone 2 is approximately 14.5 persons per acre.[2]

In 1999, the median household income of Visitacion Valley was estimated to be $43,700, compared to San Francisco's $50,800.

(b) Projected. Joint Redevelopment Agency and Planning Department staff-derived projections of baseline population and housing growth characteristics in the Project Area without the Project are listed in Table 6.3. As shown, population and household totals within the Project Area between 2007 and 2025 without the Project are projected to increase to roughly 415 people and 176 households, a net 2007-2025 increase of 25 people and 8 households.

6.2 REGULATORY FRAMEWORK

6.2.1 Regional Housing Needs Determination

In order to respond to statewide population and household growth, and to ensure the availability of decent affordable housing for all income groups, the State enacted Government Code section 65584 in 1981, which requires each Council of Governments (COG) to periodically distribute State-identified housing needs to all jurisdictions within its region. The State Department of Housing and Community Development (HCD) is responsible for determining this regional need and for initiating the process by which each COG must then distribute its share of statewide need to all jurisdictions within its region. This statute requires development of a new Regional Housing Needs Assessment (RHNA) every five years. In March 2001, ABAG released its RHND for the June 2001-June 2005 planning period. ABAG is currently updating its RHND for the San Francisco Bay Area for the subsequent 2006-2011 planning period.

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[1]The average household size in San Francisco in 2005 was 2.35 according to ABAG *Projections 2007*.

[2]From Table 6.2 herein, the existing population of the approximately 46-acre Project Area is 385, resulting in a population density of 8.4 persons per acre; the existing population of the approximately 26-acre outside the Concept Plan area is 379, resulting in a population density of 14.5 persons per acre.

Table 6.2
PROJECTED POPULATION AND HOUSING GROWTH IN THE PROJECT AREA WITHOUT THE PROJECT

	Existing Totals			Projected Growth Increment, 2007-2025			Projected Totals, 2025		
	Zone 1	Zone 2	Totals	Zone 1	Zone 2	Totals	Zone 1	Zone 2	Totals
Population[1]	7	383	390	0	25	25	7	408	415
Households[2]	3	165	168	0	8	8	3	173	176
Housing Units[3]	3	173	176	0	8	8	3	181	184
Vacancy Rate[4]	4.9%	4.9%	4.9%	0%	0%	0%	0%	4.4%	4.3%

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006.

[1] Assumes average household size of 2.32 in 2010 and 2.36 in 2025 based on ABAG *Projections 2007* (December 2006).

[2] "Household" is another term for an occupied housing unit.

[3] From Visitacion Valley Growth Projection Summary (Project vs. No Project) data dated October 2006 developed by the San Francisco Redevelopment Agency and San Francisco Planning Department; numbers are consistent with Table 3.1 herein.

[4] The vacancy rate for existing housing units is based on the latest Citywide vacancy figure rate of 4.9 percent, derived from the California State Department of Finance, Demographic Research Unit data dated July 2001 (Balboa Station Area Plan Draft EIR, page 140). The vacancy rate for new housing units developed in the Project Area between 2006 and 2025 is assumed to be 0.

Table 6.3
PROJECTED POPULATION AND HOUSING GROWTH IN THE PROJECT AREA WITH THE PROJECT

	Existing Totals (2006)			Projected Growth Increments			Projected Totals (2025)		
	Zone 1	Zone 2	Totals	Zone 1	Zone 2	Totals	Zone 1	Zone 2	Totals
Population[1]	7	383	390	4,650	1,246	5,896	4,657	1,629	6,286
Households[2]	3	165	168	1,250	335	1,585	1,253	500	1,753
Housing Units[3]	3	173	176	1,250	335	1,585	1,253	508	1,761
Vacancy Rate[4]	4.9%	4.9%	4.9%	0%	0%	0%	0%	1.6%	0.5%

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006.

[1] Assumes average household size of 2.32 in 2010, based on ABAG *Projections 2007* (December 2006), and 3.72 suggested by the Redevelopment Agency and Planning Department for new units constructed between now and 2025, based on the "family" housing emphasis of the proposed redevelopment program..

[2] "Household" is another term for an occupied housing unit.

[3] From Visitacion Valley Growth Projection Summary (Project vs. No Project) data dated October 2006 developed by the San Francisco Redevelopment Agency and San Francisco Planning Department; numbers are consistent with Table 3.1 herein.

[4] The vacancy rate for existing housing units is based on the latest Citywide vacancy figure rate of 4.9 percent, derived from the California State Department of Finance, Demographic Research Unit data dated July 2001 (Balboa Station Area Plan Draft EIR, page 140). The vacancy rate for new housing units developed in the Project Area between 2006 and 2025 is assumed to be 0.

Government Code section 65584 also requires that a city's share of regional housing needs include housing needs of persons at all income levels. The different income levels to be studied within the parameters of State-mandated local Housing Elements, which must be prepared by every county and city in California, are "Very Low Income," "Low Income," "Moderate Income," and "Above Moderate Income." Based on a Federal Housing and Urban Development (HUD) formula, San Francisco's Area Median Income (AMI) in 2006 was estimated to be approximately $72,950 for a two-person household and approximately $82,100 for a three-person household.

Based on the HUD formula, San Francisco is estimated to have the following distribution (by percentage) of income levels:[1]

Income Group	Income Level	Income Range	Percentage of SF Households
Very Low	≤ 50% of AMI	≤ $36,475	26.3%
Low	50% - 80% of AMI	$36475 - $58,360	14.1%
Moderate	80% - 120% of AMI	$58,360 - $87,540	15.7%
Above moderate	> 120% of AMI	> $87,540	43.9%

The ABAG Policy Board established housing needs for all jurisdictions within its boundaries for the 2001-2006 planning period by using a "fair share" approach, based on household and job growth of the region as well as regional income level percentages. Each jurisdiction is required by State law to incorporate its housing need numbers into an updated version of its general plan housing element. According to ABAG's RHND, the Bay Area's overall housing need would total about 230,743 new residential units by June 2006.[2] The jurisdictional need of the City for 2001-2006 is estimated to be 20,372 dwelling units,[3] or an average yearly need of 2,717 net new dwelling units.[4]

In terms of affordability, the distribution of housing units needed between 2001 and 2006 by income level for San Francisco is as follows:[5]

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[1] *Balboa Park Station Draft EIR*, page 144, and *San Francisco General Plan,* Housing Element, May 2004, Data and Needs Analysis, Table I-23; Household Income Standards by Household Size, 2001 and Table I-24: Income Distribution, p. 30. The "Income Range" shown above is the average income range for two to three-person households in the City.

[2] Sources: http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan_2001-2006.pdf, pp. 33 and 36.

[3] http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan-Chapter_2A2.pdf, Table 5.

[4] *San Francisco General Plan*, Housing Element, May 2004, Table I-45: ABAG Housing Needs Assessment, p. 655, available online at: http://www.sfgov.org/site/uploadedfiles/planning/projects_recports/adoptedpart1.pdf

[5] Ibid., Table I-66, p. 121.

Very Low Income (≤50% of median income):	5,244 units
Low Income (50-80% of median income):	2,126 units
Moderate Income (80-120% of median income):	5,639 units
Above Moderate Income (>120% of median income):	7,363 units
Total	20,372 units

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 380 units (1993) to a high of about 2,065 units (1990) per year. The citywide annual average over that 11-year period (1990-2000) was about 1,130 units.[1] The California Department of Finance estimates that San Francisco gained another approximately 10,460 new housing units between 2000-2006.[2] The citywide annual average over this six-year period (2000-2006) was about 1,745 units. Thus, San Francisco has not met its share of the regional housing allocation for the 2001-2006 planning period.[3]

6.2.2 General Plan Housing Element

As indicated in subsection 4.1.2 (Housing Element) of chapter 4 (Project Consistency With Local and Regional Plans) herein, the 1990 and 2004 update versions of the General Plan *Housing Element* seek to ensure adequate housing for current and future San Francisco residents. The San Francisco Planning Commission adopted an updated *Housing Element* for the General Plan in May 2004.[4] The San Francisco Board of Supervisors approved the updated *Housing Element* in September 2004, and the State Department of Housing and Community Development certified the Housing Element in October 2004. In June 2007, however, the California Court of Appeals, First Appellate District, ruled that adoption of portions of the updated *Housing Element* violated the requirements of CEQA. The California Department of Housing and Community Development, which is responsible for administering State housing law (Article 10.6 of the State Government Code) and reviewing local housing elements for compliance with the law, reviewed the updated *Housing Element* adopted by the Board of Supervisors in September 2004 and found the Element in compliance with State housing element law on October 28, 2004. Therefore, this EIR section refers to relevant policies of both the 2004 Housing Element and the 1990 Residence Element (the previous most recent

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[1]San Francisco Planning Department, *Data and Needs Analysis - Part 1 of the 2004 Housing Element*, May 13, 2004, p. 33.

[2]The California Department of Finance (DOF) estimates that the City had 356,985 housing units on 1/1/06 and about 346,525 units on 4/1/00 (2000 U.S. Census date), which means that the City gained about 10,460 units between those two dates. Source: http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimatse/E5/E5-06/E-5text2.asp. *(E-5 Population and Housing Estimates)*

[3]Source: http://www.abag.ca.gov/planning/housingneeds/pdf/RHND_Plan/RHND_Plan_2001-2006.pdf, pp. 33 and 36.

[4]City and County of San Francisco, Planning Department, *Housing Element of the General Plan*, adopted May 13, 2004.

version).[1] Both versions seek to ensure adequate housing for current and future San Francisco residents.

(a) 2004 Housing Element Update. The specific 2004 *Housing Element* update goals and objectives that are relevant to consideration of the proposed Visitacion Valley redevelopment program are listed below.

Housing Supply:

- *To provide new housing, especially permanently affordable housing, in appropriate locations which meet identified housing needs and takes into account the demand created by employment demand.* (Objective 1)

- *Encourage higher residential density…in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to low income households. Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhood support.* (Policy 1.1)

- *Encourage housing development, particularly affordable housing, in neighborhood commercial areas without displacing existing jobs, particularly blue-collar jobs, or discouraging new employment opportunities.* (Policy 1.2)

- *Locate in-fill housing on appropriate sites in established residential neighborhoods.* (Policy 1.4)

Housing Retention:

- *Retain the existing housing supply.* (Objective 2)

- *Discourage the demolition of sound existing housing.* (Policy 2.1)

- *Control the merger of residential units to retain existing housing.* (Policy 2.2)

- *Retain sound existing housing in commercial and industrial areas.* (Policy 2.4)

Housing Conditions:

- *Ensure that existing housing is maintained in a decent, safe, and sanitary condition, without increasing rents or displacing low-income households.* (Policy 3.1)

Housing Affordability:

- *Support affordable housing production by increasing site availability and capacity.* (Objective 4)

- *Actively identify and pursue opportunity sites for permanently affordable housing.* (Policy 4.1)

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[1]City and County of San Francisco, Planning Department, *San Francisco General Plan*, Residence Element, adopted September 13, 1990.

- *Include affordable units in large housing projects.* (Policy 4.2)

- *Protect the affordability of existing housing.* (Objective 6)

Housing Choice:

- *Ensure equal access to housing opportunities.* (Objective 8)

- *Encourage greater economic integration within housing projects throughout San Francisco.* (Policy 8.4)

Housing Density, Design, and Quality of Life:

- *In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San Francisco's desirable urban fabric and enhance livability in all neighborhoods.* (Objective 11)

- *Ensure housing is provided with adequate public improvements, services, and amenities.* (Policy 11.2)

- *Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement.* (Policy 11.3)

- *Avoid or minimize disruption caused by expansion of institutions, large-scale uses, and auto-oriented development into residential areas.* (Policy 11.4)

(b) 1990 Residence Element. Goals and objectives of the 1990 *Residence Element* that are pertinent to the consideration of the proposed Visitacion Valley redevelopment program are listed below:

Supply of New Housing:

- *To provide New Housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment growth.* (Objective 1)

- *Facilitate the conversion of underused industrial and commercial areas to residential use, giving preference to permanently affordable housing uses.* (Policy 2)

- *Locate infill housing on appropriate sites in established neighborhoods.* (Policy 4)

Housing Density:

- *To increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods.* (Objective 2)

- *Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.* (Policy 1)

- *Allow flexibility in the number and size of units within permitted volume of larger multi-unit structures, especially if the flexibility results in creation of a significant number of dwelling units that are permanently affordable to lower income households.* (Policy 3)

Retention of Existing Housing:

- *To retain the existing supply of housing.* (Objective 3)
- *Discourage the demolition of sound existing housing.* (Policy 1)

Seismic Safety:

- *To reduce the risk of bodily harm and loss of housing in an earthquake.* (Objective 4)
- *Improve the seismic stability of existing housing.* (Policy 3)

Housing Condition:

- *To maintain and improve the physical condition of housing while maintaining existing affordability levels.* (Objective 6)
- *Promote and support voluntary housing rehabilitation which does not result in the displacement of lower income occupants.* (Policy 2)

Affordability:

- *To increase land and improve building resources for permanently affordable housing.* (Objective 7)
- *Create more housing opportunity sites for permanently affordable housing.* (Policy 1)
- *Include affordable units in larger housing projects.* (Policy 2)
- *Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.* (Policy 3)
- *To expand financial resources for permanently affordable housing.* (Objective 8)
- *Enhance existing revenue sources for permanently affordable housing.* (Policy 1)
- *Create new sources of revenue for permanently affordable housing.* (Policy 2)
- *To improve the focus of affordable housing programs.* (Objective 9)
- *Establish affordable housing priorities which emphasize the needs for very low income housing.* (Policy 3)
- *To achieve affordability through various forms of ownership.* (Objective 11)
- *Encourage non-profit and limited equity ownership and management of housing.* (Policy 1)

- *Support new affordable ownership programs.* (Policy 2)

Accessibility:

- *To provide maximum housing choice.* (Objective 13)
- *Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly, and the homeless.* (Policy 3)
- *Encourage economic integration in housing by ensuring that new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that all new large market rate residential development includes affordable units.* (Policy 5)

Displacement:

- *To avoid or mitigate hardships imposed by displacement.* (Objective 14)
- *Minimize relocation hardship and displacement cause by the public or private demolition or conversion of housing.* (Policy 1)

(c) Project Consistency. Project consistency with these pertinent goals and policies of the 1990 *Residence Element* and 2004 *Housing Element* is discussed in section 6.3.2 (Project General Plan Consistency) of this EIR chapter.

6.3 IMPACTS AND MITIGATION MEASURES

6.3.1 Significance Criteria

Based on the CEQA Guidelines, the Project would be considered in this EIR to have a significant impact on population or housing conditions if it would:[1]

(1) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure); or

(2) Displace substantial numbers of existing housing or people, necessitating the construction of replacement housing elsewhere.

CEQA Guidelines Section 15064(e) notes that an economic or social change by itself would not be considered a significant effect on the environment. Generally, a project that induces substantial growth or concentration of population is not viewed as having a significant impact on the environment, unless this growth results in significant physical impacts on the environment.

The growth and changes in population and housing that would occur with implementation of the Project are not adverse physical impacts in themselves. However, the physical changes needed to accommodate project-generated population and housing growth and change may have physical impacts on the environment. These Project-related physical changes and their potential environmental effects are evaluated in other topic chapters of this EIR. Specifically,

[1]CEQA Guidelines, Appendix G, items IX(b) and XII (a-c).

the physical environmental effects of the anticipated Project-facilitated growth assumptions (see section 3.11 [Project-Related Growth Assumptions] in chapter 3 [Project Description], and Tables 6.3 [Projected Population and Housing Growth in the Project Area Without Redevelopment Plan] and Table 6.4 [Comparison of Anticipated Population and Housing Growth in Project Area Without and With Project] in this chapter) are evaluated in this EIR under environmental topics such as transportation and traffic (chapter 8), air quality (chapter 9), noise (chapter 13), public services (chapter 14) and utilities and service systems (chapter 15).

6.3.2 Project General Plan Consistency

The proposed Project, including the proposed Redevelopment Plan, Design for Development, and associated General Plan amendments and Planning Code changes, has been formulated to further the goals of both the San Francisco General Plan 2004 *Housing Element* update and 1990 *Residence Element* by facilitating improved housing opportunities in Visitacion Valley. As explained in subsection 4.1.1 (Priority Policies) of chapter 4 herein, redevelopment program set-aside funding obligations for affordable housing assistance are mandated by State Community Redevelopment Law. The proposed Redevelopment Plan component of the Project includes a stated key goal (Goal 6) to develop new housing to help address the City and regional housing needs shortfall. Associated Redevelopment Plan objectives call for assistance with affordable housing preservation and rehabilitation; facilitation of hew housing construction for a range of income levels and household sizes; increasing local supply of well-designed affordable housing for low-income and working individuals, families, and seniors; and development of housing to capitalize on transit-oriented opportunities in the Visitacion Valley area.

Similarly, the proposed Project is intended to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

6.3.3 Impacts and Mitigation Measures

Project Population and Housing Growth Impacts. Previous Tables 6.2 and 6.3, and Table 6.4 which follows, summarize existing Project Area population and housing totals, anticipated future population and housing growth in the Project Area without and with the Project. As shown, the projected 2025 population total within the Project Area would increase from about 415 without the Project to 6,286 with the Project, a net increase of about 5,871 residents. This anticipated Project-facilitated population growth increment (5,871 residents) would account for roughly 7.4 percent of ABAG-projected citywide population growth between 2010 and 2025 (79,700, from Table 6.1).

Although the projected 2025 Project Area population total with implementation of the Project (6,286) would be substantially greater than the Project Area population growth total anticipated in the Planning Department's baseline without the Project (415), a substantial portion of the Project Area is under-developed and has the potential to absorb substantially more household population growth than anticipated in the without-Project baseline projection. Zone 1 on the east side of Bayshore (approximately 20 acres), which constitutes approximately 43 percent of the overall Project Area (approximately 46 acres), contains the vacant Schlage Lock facility and other underutilized industrial lands. A primarily objective of the proposed Project is to facilitate revitalization of these underutilized properties. As shown in Table 6.3, approximately 79 percent

Table 6.4
COMPARISON OF ANTICIPATED POPULATION AND HOUSING GROWTH IN PROJECT AREA WITHOUT AND WITH THE PROJECT (VISITACION VALLEY REDEVELOPMENT PROGRAM)

	Existing Project Area	Projected Growth Increment in Project Area Without Project (2010-2025)	Projected Growth Increment in Project Area With Project (2010-2025)	Projected Totals in Project Area Without Project (2025)	Projected Totals in Project Area With Project (2025)	**Projected Growth Increment in Project Area Due to Project**
Population	390	25	5,896	415	6,286	**5,871**
Households	168	8	1,585	176	1,753	**1,577**
Housing Units	176	8	1,585	184	1,761	**1,577**
Vacancy Rate	4.9%	0%	0%	4.3%	0.5%	--

SOURCE: San Francisco Redevelopment Agency and Planning Department; Wagstaff and Associates; October 2006; derived from Tables 6.2 and 6.3 herein.

(4,650 people) of the projected Project Area growth increment with the Project would occur within Zone 1.

The projected Project-facilitated population and household growth increases shown in Tables 6.3 and 6.4 would also occur in an established urban area with a high level of local and regional transit service and with a potentially high level of neighborhood commercial facilities, as well as other neighborhood amenities and services that could accommodate this substantial increase in residents.

These projected Project-related population and housing increases would not in themselves constitute a significant adverse environmental impact. However, the added population and housing increments could in turn cause significant project-related physical environmental impacts and/or contribute to significant cumulative physical environmental impacts, related to transportation and traffic, air quality, noise, infrastructure, and utilities and service systems impacts that are described in corresponding chapters 8 (Transportation and Circulation), 9 (Air Quality), 13 (Noise), 14 (Public Services) and 15 (Utilities and Service Systems) of this EIR.

Mitigation. Implementation of the mitigation measures identified in the chapters referenced above related to Project population- and housing-induced physical environmental impacts (e.g., transportation and traffic--chapter 8, air quality--chapter 9, noise--chapter 13, public services--chapter 14, and utilities and service systems--chapter 15), would reduce these Project-related impacts to a ***less-than-significant level***, with the exception of Project and Project-plus-cumulative transportation impacts (see chapter 8) and associated long-term regional air emissions impacts (see chapter 9), which after implementation of the associated mitigation measures identified in this EIR, would remain ***significant and unavoidable.***

Project Housing Supply Benefit. The Project-facilitated housing growth increment would help the City meet its fair share of regional housing needs. The proposed Project would create the potential for development of approximately 1,577 net additional residential units in the Project Area. The Project would thereby increase the Citywide housing supply, accounting for up to approximately 5.5 percent of the City's anticipated housing production total (28,720) between 2010 and 2025. The projected net additional new housing units in the Project Area by 2025 with the Project would not result in a net increase in City household growth that is not generally accounted for in the ABAG Citywide projections. The net increase in household growth attributable to the proposed Project (1,577) would represent less than 0.5 percent of the ABAG-projected San Francisco household total by 2025 (377,050, from Table 6.1), and approximately 4.2 percent of the ABAG-projected total 2005-to-2025 household growth increment (38,130, from Table 6.1).

The proposed Visitacion Valley redevelopment program has been formulated to facilitate improved housing opportunities in the Visitacion Valley neighborhood. As explained above, housing set-aside (funding) obligations for affordable housing assistance are mandated by State Community Redevelopment Law. The proposed Redevelopment Plan component of the Project includes a stated key goal (Goal 6) to develop new housing to help address City and regional housing shortfalls. Associated Redevelopment Plan objectives call for assistance with affordable housing preservation and rehabilitation; facilitation of hew housing construction for a range of income levels and household sizes; increasing the local supply of well-designed affordable housing for low-income and working individuals, families, and seniors; and

development of housing to capitalize on transit-oriented opportunities in the Visitacion Valley area.

Similarly, the proposed General Plan amendments and Planning Code changes are intended to implement the housing and mixed use development goals set forth in both the 1990 and 2004 versions of the *Housing Element* by providing for the revitalization of underutilized properties in the Project Area where future housing and mixed use development may be appropriate based on location, size, shape, adjacent uses, transit convenience and other factors.

These Project characteristics would have a generally ***beneficial impact*** on the local housing supply.

Mitigation. The proposed Project would have an overall beneficial impact on local and city-wide housing needs. No Project-related conflict with an applicable housing goal or regulation of the City has been identified. No mitigation is necessary.

Housing Displacement or Loss. No demolitions, removal, or large-scale clearing of residential property are proposed with implementation of the proposed Project. Most Project-facilitated new development would be expected to occur on vacant or under-developed infill sites that would not cause displacement of existing residential uses. The City's 2004 *Housing Element* version includes goals and policies calling for retaining the existing housing supply (Objective 2), discouraging demolition of sound existing housing (Policy 2.1), and controlling the merger of existing residential units (Policy 2.2). The City's 1990 *Residence Element* also includes objectives and policies calling for retaining the existing housing supply (Objective 2) and discouraging demolition of existing housing (Policy 1). The potential for Project-related housing displacement or loss would therefore be ***less-than-significant*** (see criterion 2 in subsection 6.3.1, "Significance Criteria") above.

Mitigation. No significant environmental impact associated with housing loss has been identified; no mitigation is required.

Cumulative Population and Housing Impacts. The increase in population attributable to the proposed Project (5,871) would represent less than one percent of the ABAG-projected San Francisco population total by 2025 (888,400), and approximately 6.3 percent of the ABAG-projected total 2005-to-2025 population growth increment (92,600). Although Project Area population and housing growth with implementation of the Project (5,896) would be substantially greater than the growth anticipated in the Planning Department's baseline population and housing projections for the Project Area without the Project (25), substantial portions of the Project Area are under-developed and could potentially absorb substantially more household and population growth than anticipated in the City's baseline growth projections without the Project. The Project would increase housing development and population in an established urban area with a particularly high level of local and interregional transit service and a potentially high level of neighborhood commercial facilities, as well as other neighborhood amenities and services that could accommodate this increase.

Overall, the anticipated Project-facilitated development increment is not expected to result in significant cumulative environmental impacts directly related to population or housing. Cumulative impacts related to other environmental (physical) topics are discussed in the

following chapters of this EIR: 3--Transportation and Traffic, 9--Air Quality, 13--Noise, 14--Public Services, and 15--Utilities and Service Systems.

7. VISUAL FACTORS

This EIR chapter identifies potential visual impacts that may result from implementation of the proposed Project and identifies mitigation measures as necessary. The analyses and descriptions in this chapter were prepared with the assistance of the EIR consulting urban designers, Bottomley Design & Planning. The chapter describes the visual context of the Project Area and identifies relevant policies from the City of San Francisco General Plan, Planning Code, and other City policy documents. The chapter includes an assessment of Project buildout scenario impacts on the Visitacion Valley viewshed based on computer-generated "before" and "after" visual simulations from key vantage points produced by the EIR visual simulation consultants, Environmental Vision.

7.1 SETTING

7.1.1 Visual Quality of the Project Area

(a) Existing Structures and Uses. The Project Area contains two visually distinct subareas: Zone 1 on the east side of Bayshore Boulevard, which includes the former Schlage Lock site and adjacent dormant industrial parcels owned by Union Pacific and Universal Paragon; and Zone 2 primarily on the west side of Bayshore Boulevard, which includes properties fronting on the west side of Bayshore Boulevard and both sides of Leland Avenue, plus properties within the Blanken Triangle, all currently in mixed use.

Zone 1. The primary component of Zone 1 is the Schlage Lock site, which was home to a hardware manufacturing facility that operated between 1926 and 1999. Six large industrial buildings, ranging from one to three stories in height, and from approximately 30,000 to 190,000 square feet in footprint area, currently sit vacant in Zone 1. In addition, the vacant three-story, Spanish Colonial style "Old Schlage Lock Administration Building" located at the north end of Zone 1, is a prominent and distinctive existing visual feature. Other smaller industrial buildings, including former storage sheds and a security office, are located within Zone 1. In total, Zone 1 contains an estimated 570,000 square feet of mostly vacant industrial building space.

Existing buildings in Zone 1 are predominantly large and "boxy," with little architectural articulation, with the exception of the clerestory roof forms on the main Schlage Lock manufacturing structure, which are typical of older manufacturing facilities, and the "Old Schlage Lock Administration Building." Expansive, blank wall frontages are typical throughout Zone 1. The stark, blank building walls are particularly noticeable along the Bayshore Boulevard frontage. Open yard and parking areas are located along the Caltrain railroad line on the easterly portion of Zone 1. There are few landscape materials within Zone 1; a small number of street trees exist along Bayshore Boulevard, and a small landscaped courtyard (mostly hidden from public view) is located within the Schlage Lock facility.

Zone 2. In Zone 2, frontages along Bayshore Boulevard are characterized by a much more "fine-grained" variety of predominantly commercial land uses, with varying building sizes, heights, styles and occupancies. Building heights along the frontage vary from one to three stories. A few scattered street trees are located along the roadway edge.

Leland Avenue is the Visitacion Valley neighborhood's "main street," a traditional neighborhood commercial district of a type found throughout San Francisco. Commercial storefront buildings line the eastern segment of the street closest to Bayshore, typically with neighborhood-serving businesses on the first floor and residential apartments above. Buildings along Leland become more residential in character toward the west. The Leland corridor also contains several civic uses, including a branch post office, branch library and small park (Hans Schiller Plaza). The corridor also contains a significant number of vacant and underused properties.

(b) Existing Visual Character. Visitacion Valley is formed by the topographic basin located southeast of McLaren Park and reaching out to San Francisco Bay. The slopes of McLaren Park create and separate the Valley from the rest of San Francisco.[1] Geography and street grid features link more directly to cities to the south--i.e., Brisbane and Daly City--than to central San Francisco.

Bayshore Boulevard. Bayshore Boulevard, which extends through the Project Area in a generally north-south direction, is a four-lane roadway that is the primary connection between Visitacion Valley and the rest of San Francisco. The Boulevard contains the city's newest light rail extension, the Muni Metro T line, with track and boarding platforms located in the center median of the right-of-way. Curbside parking is located along both sides of the Boulevard. The east frontage contains the large bulk, older industrial buildings of Zone 1 (Schlage Lock site); the west frontage is comprised of a more fine-grained mix of smaller mixed-use commercial buildings of Zone 2, as well as underused parcels and vacant lots. A handful of street trees, varying in size and condition, are located along both sides of the street frontage at irregular patterns.

Bayshore Boulevard is not a particularly attractive street, lacking the streetscape-related pedestrian amenities that typify a number of San Francisco's transit corridors, although new streetlights and station shelters installed as part of the Muni Metro T line extension add visual interest and unity to the Boulevard. Sidewalks along both sides of the Boulevard are relatively narrow. There are no consistent street tree plantings, sidewalk furnishings, or enhanced pedestrian crossings to encourage pedestrian activity.

Subarea Differences. The two Project Area subareas, Zone 1 and Zone 2, have distinct, almost opposite visual characteristics. Most of Zone 1 (including the Schlage Lock site) is generally monolithic in appearance, consisting for the most part of large-footprint, large-volume, single-use structures with, other than the "saw-tooth" clerestory roof features, little variety in building form or architectural design. Building heights range from approximately 25 to 40 feet. A nearly solid building wall lines the east frontage of Bayshore Boulevard, with none of the existing neighborhood streets north of Sunnydale Avenue extending across Bayshore into the subarea. With the exception of the Spanish Colonial style "Old Schlage Lock Administration Building," a particularly prominent and distinctive visual feature located at Bayshore Boulevard and Blanken Avenue, existing structures in Zone 1 along the east side of the Boulevard were designed to be

[1]City and County of San Francisco Planning Department, *Profiles of Community Planning Areas: San Francisco's Eastern Neighborhoods*; 1999-2007.

utilitarian, with few doors, windows, or other elements to add architectural interest. As a result, most of Zone 1 has the appearance of being "walled off" from Visitacion Valley neighborhood areas on the opposite side of Bayshore Boulevard.

By contrast, Zone 2, including the westside Bayshore Boulevard frontage , the Leland Avenue commercial district, and the Blanken Triangle, consists of primarily small, relatively narrow lots with small-footprint, small-volume, mixed-use structures that create a more "fine-grained" and interesting visual character. The mixture of commercial and residential land uses in Zone 2 generates significant pedestrian activity, and frontages along both Leland Avenue and Bayshore Boulevard vary lot-by-lot in terms of building facades, rooflines, heights, styles, and occupants. However, there is consistency between Zone 1 and Zone 2 in terms of the overall age of structures, with many buildings in both subareas generally dating to the early 1900s (see further discussion of this characteristic in chapter 10, Cultural and Historic Resources).

Railroad Tracks. The existing Caltrain rail line is located along the eastern edge of Zone 1. The new, recently relocated Caltrain Bayshore station is located at the southeast corner of Zone 1. Additional Union Pacific railroad trackage runs parallel to the Caltrain tracks, with a spur curving inward in a southeast direction in the southern portion of Zone 1 (see Figure 3.3). A railroad tunnel is located adjacent to the northern edge of Zone 1 just south of Blanken Avenue. The four-track railroad right-of-way along the east edge of the subarea is approximately 100 feet wide and is a distinct visual feature. Such multi-track rail corridors are generally a visual "disamenity," with negative visual effects on adjacent and nearby properties.

7.1.2 Visual Character of the Project Area Vicinity

(a) Visitacion Valley Neighborhood. The Project Area lies at the foot of the Visitacion Valley neighborhood, as illustrated by Figure 3.3 in chapter 3 (Project Description). The Visitacion Valley neighborhood exhibits characteristics typical of other San Francisco residential neighborhoods, with small lots, generally consistent building setbacks, varied building heights, and a collection of different, older architectural styles. The pattern of local streets and blocks changes north and south of Leland Avenue; north of Leland Avenue, blocks are longer in the east-west direction, while south of Leland Avenue blocks are longer in the north-south direction. Along Leland Avenue itself, blocks along the north frontage are approximately twice as long as those on the south.

(b) Little Hollywood. The Little Hollywood neighborhood is located north and east of the Project Area along Blanken Avenue between the dormant industrial district (Zone 1) and Highway 101. Building types and heights, parcel sizes, and block configurations are similar to Visitacion Valley neighborhood areas south of Leland Avenue; however, this neighborhood is visually distinguished by its collection of Southern California-style bungalows.

7.1.3 Views of the Project Area From Surrounding Areas

The Project Area is located in the relatively low-lying basin at the foot of Visitacion Valley. Portions of the Project Area are of course immediately visible from the Bayshore Boulevard segment running through the area, as well as from the Bayshore Boulevard approaches to the Project Area. Primary hillside vantage points with views of the Project Area include neighborhood areas to the northwest, as well as McLaren Park, Bayview Park, and the slopes of San Bruno Mountain to the south. The east edge of the Project Area is also visible from passing Caltrain trains.

The view of the Project Area from the northbound Bayshore Boulevard approach immediately to the south in the city of Brisbane (viewpoint 1 on Figure 7.1, Viewpoint Locations) is illustrated by the "Existing View" photo on Figure 7.2. The view of the Project Area from the southbound Bayshore Boulevard approach immediately north of the area (viewpoint 2 on Figure 7.1) is illustrated by the "Existing View" photo on Figure 7.3.

Views of the Project Area from Visitacion Valley hillside vantage points to the north and northwest (viewpoints 3, 4, and 5 on Figure 7.1) are illustrated by the "Existing View" photos on Figures 7.4, 7.5, and 7.6. A typical view of the Project Area from more distant vantage points to south in the city of Brisbane (viewpoint 6 on Figure 7.1) is illustrated by the "Existing View" photo on Figure 7.7.

As indicated by these "Existing View" photos, the Bayshore Boulevard views of the Project Area are generally characterized by a solid wall of large, high-bulk, industrial/warehouse buildings in Zone 1 on the east side of the Boulevard, and more fine-grained groupings of neighborhood-scale commercial, residential and mixed use buildings in Zone 2 on the west side of the Boulevard. Similarly, from the hillside vantage points to the north and northwest, the Project Area viewscape is dominated by the large, flat-roofed structures and expansive parking and outdoor storage yard areas of Zone 1 east of Bayshore Boulevard, in contrast to the fine-grained building pattern and varied "roofscape" patterns in Zone 2 to the west.

7.1.4 Outward Views from the Project Area

Outward views from the Project Area to the northeast, north, west, and south are contained by attractive hillside slopes, including McLaren Park to the northwest and San Bruno Mountain to the southwest. Existing buildings are not tall enough to block external views of surrounding natural features or other visual amenities. Adjacent residential development on the lower slopes of the Visitacion Valley basin to the north and west is directly visible from Project Area vantage points. Views towards the east and south from Zone 1 vantage points are less attractive, encompassing the Caltrain railroad tracks to the east and the vast, cleared former railroad switching yard lands of the Baylands area in Brisbane to the south.

7.2 REGULATORY FRAMEWORK

7.2.1 Relevant General Plan Policies

The San Francisco General Plan is comprised of ten elements. The *Urban Design Element* is the most relevant to assessment of visual impacts. The General Plan also contains ten area plans that specify more localized urban design goals and objectives for selected neighborhoods and districts of the City; Visitacion Valley is not subject to an area plan.

General Plan *Urban Design Element* objectives and policies pertinent to consideration of the visual impacts of the Project are listed below:

- *Moderation of major new development to complement the City pattern, the resources to be conserved, and the neighborhood environment.* (Objective 3)

- *Make use of street space and other unused public areas for recreation.* (Policy 4.11)

- *Improve pedestrian areas by providing human scale and interest.* (Policy 4.13)

Also, the General Plan *Commerce and Industry Element* contains the following relevant policy:

- *Promote high-quality urban design on commercial streets.* (Policy 6.7)

In addition, as described in chapter 4 (Project Consistency with Local and Regional Plans) of this EIR, the recent voter passage of Proposition M, the Accountable Planning Initiative, added section 101.1 to the City Planning Code to establish eight General Plan "Priority Policies." These policies are included in the preamble to the General Plan and serve as the basis upon which inconsistencies in the General Plan are resolved. The "Priority Policy" most relevant to visual factors is policy (2), which calls for existing housing and neighborhood character to be conserved and protected.

The *Generalized Neighborhood Commercial Land Use and Density Plan* map of the General Plan designates properties along the westerly frontage of Bayshore Boulevard in the Project Area as a "Moderate-Scale Neighborhood District" with building heights of one to four stories. Leland Avenue is designated on the map as a "Small-Scale Neighborhood District" with building heights of one to two stories.

The *Urban Design Guidelines for Height of Buildings* map of the General Plan designates the entire Project Area for a building height range of 0 to 40 feet.

7.2.2 Relevant Planning Code Provisions

The existing Planning Code (Zoning Map) designations for Zone 1 are "M-1" Light Industrial (the former Schlage Lock property) and "M-2" Heavy Industrial (the former Southern Pacific Railroad properties). The Planning Code designations for parcels in Zone 2 along the west side of Bayshore Boulevard and along Leland Avenue are "NC-3" Moderate-Scale Neighborhood Commercial District and "NC-2" Small-Scale Neighborhood Commercial District, respectively, with maximum building heights of two stories and four stories. Properties in the Blanken Triangle portion of Zone 2 are designated "NC-1" Neighborhood Commercial. These existing designations are intended to preserve the existing scale and character of the area.

7.3 IMPACTS AND MITIGATION MEASURES

7.3.1 Significance Criteria

Based on the CEQA Guidelines and standard practice, the proposed Project (the redevelopment program) would be considered to have a significant impact on visual quality if it would:

(1) Conflict with any applicable land use plan, policy, or regulation of the City of San Francisco, including but not limited to the San Francisco General Plan and Planning Code, adopted for the purpose of avoiding or mitigating and environmental effect;

(2) Have a substantial adverse effect on a scenic vista;

(3) Substantially degrade the existing visual character or quality of the site and its surroundings;

(4) Require substantial terrain modifications;

(5) Significantly alter public views or view corridors;

(6) Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area;

(7) Result in a building scale that is not consistent with the surrounding community; or

(8) Substantially shadow public open space (other than public streets and adjacent sidewalks) between 9:00 AM and 3:00 PM from September 21 to March 21.

7.3.2 Policy Documents Included in Proposed Project

The proposed Redevelopment Plan and associated Design for Development were prepared based on extensive community input and contain goals, policies, development controls, and design guidelines formulated to enhance the visual quality of the local physical environment. The land use and circulation layout, urban design framework, building form, development control, design guidelines and "green strategy" recommendations of these Project documents are described in sections 3.6 (Proposed Redevelopment Plan) and 3.7 (Proposed Design for Development) of chapter 3 (Project Description), herein.

The Design for Development document would have the most substantive effects on the visual character of Project-facilitated development. The Design for Development is intended to be the primary companion document to the Redevelopment Plan, building upon the 2002 Concept Plan and incorporating the 2006 Leland Street Design Project. The draft Design for Development contains specific development controls and design guidelines which incorporate, expand upon and refine the land use circulation and urban design concepts identified in the Concept Plan. The Design for Development development controls and design guidelines are intended to apply in combination with associated underlying General Plan amendments and Planning Code changes to regulate future development within the Project Area.

Zone 1 represents the portion of the Project Area considered for significant reuse. Future development proposals within both Zone 1 and 2 would be required to comply with all applicable requirements of the Redevelopment Plan, Design for Development, and underlying General Plan and Planning Code provisions as amended.

(a) Urban Design Framework. The Design for Development first describes an urban design framework upon which the more detailed development controls and design guidelines are based. The overall vision for redevelopment of the two zones calls for creation of a "vibrant, mixed use community including new retail, residential uses and open space areas integrated with the existing community, and designed to the highest levels of design and environmental quality."[1] The Design for Development "Urban Design Concept Plan" illustrating these themes, is illustrated on Figure 3.6 (Proposed Design for Development "Urban Concept Plan") in chapter

[1] January 2008 Draft Design for Development, page 16.

3 of this EIR. Similar to the 2002 Concept Plan, the 2008 Design for Development states that "Visitacion Valley's east/west streets will continue across Bayshore Boulevard into the Schlage Lock site and integrate the site with the larger Visitacion Valley neighborhood."[1] Development within the Zone 1 would contain a mid-sized grocery store, ground floor retail at specific locations, and housing of various sizes and affordability levels throughout the zone, as well as new parks and preservation and conversion of the "Old Schlage Lock Administration Building" on Blanken Avenue into a new community center.

(b) Building Form Recommendations. The Design for Development also describes a proposed "ideal building form that ranges in height from three to eight stories throughout the site,"[2] with "frequent breaks in [building] facades to reduce apparent building mass and bulk."[3] Three residential building types are envisioned:

- mid-rise podium buildings providing higher density multi-family units at limited locations;
- courtyard podium buildings where housing units encircle a common open space; and
- attached row house units.

The revised building height limitations called for in the draft Design for Development are illustrated on Figure 3.8 (Proposed Building Height Limitations) in chapter 3 of this EIR. The following Design for Development-recommended building height ranges are generally illustrated by Figure 3.8:

- 3-4 story buildings in the area north of Visitacion Avenue and along Bayshore Boulevard;
- 3-5 story commercial (mixed use) buildings in the southwest corner of Zone 1, with residential above ground-floor retail or, should housing construction prove to be infeasible due to associated soil remediation requirements, single-story retail only;
- 5-6 story podium buildings in the southeast residential portion of the site; and
- 8-story mid-rise building locations at two sites along the adjacent railroad tracks, one fronting on a proposed new "Leland Park" immediately west of the tracks on the north side of the Visitacion Avenue extension, and a second immediately west of the tracks on the north side of the Sunnydale Avenue extension.

(c) Development Controls and Design Guidelines. The 2008 Design for Development contains a comprehensive set of proposed specific Development Controls and Design Guidelines (DCDG's) for Zones 1 and 2 which, in combination with underlying General Plan policies and Planning Code requirements as amended, are intended to regulate future development within the Project Area. The DCDG's have been formulated to implement the "urban design framework" and "building form" concepts described above.

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[1]Design for Development, page 16.

[2]Design for Development, page 20.

[3]Design for Development, page 20.

The proposed "Development Controls" are intended to be mandatory requirements essential to achieving the project goals and objectives. The proposed "Design Guidelines" are intended as recommendations that are not mandatory, but are designed to direct building and site design to be of the character and quality specified by the community through the workshop process.

The draft Design for Development includes particularly detailed DCDG's for Redevelopment Zone 1 which specifically address permitted land use, building height, building massing, building setbacks, retail entrance characteristics, residential entrance characteristics, façade design, roof design, private open space, construction period site remediation and long-term green building design (LEED[1]) performance standards, street grid and block layout characteristics, street design, public open space, public pathways, parking loading and access, and signage.

The Design for Development DCDG's for Redevelopment Zone 2 include revised building height and massing controls along the west side of Bayshore Boulevard and associated design guidelines to complement well-established existing General Plan and Planning Code provisions for Bayshore Boulevard and Leland Avenue.

7.3.4 Visual Simulations

For purposes of depicting the "before" and "after" visual impacts of the anticipated "with Project" development scenario, six viewpoints have been selected in consultation with City Redevelopment and Planning Department staff as representative of the Project Area's visibility. Figure 7.1 illustrates these selected viewpoints. Factors considered in selecting the viewpoints included relative Project visibility, the number and sensitivity of viewers, and views from public open spaces.

Figures 7.2 through 7.7 show "before" and simulated "after" views from the six selected viewpoints. The six selected viewpoints are:

- Figure 7.2: Viewpoint 1--From Bayshore Boulevard at Sunnydale Avenue Looking North. This view is from the center of Bayshore Boulevard at the city/county line near Sunnydale Avenue, looking north up Bayshore Boulevard. The Muni Metro T line extends down the center of the street. Redevelopment Zone 1 (including the vacant Schlage Lock site) is on the right side of the photo.

- Figure 7.3: Viewpoint 2--From San Bruno Avenue at Racine Lane Looking South. This view is from Racine Avenue looking south, with the intersection of Racine and Arleta Avenue in the foreground. San Bruno Mountain is visible in the distance.

- Figure 7.4: Viewpoint 3--From Alpha Street near Tucker Avenue Looking South. This view is from Alpha Street near Tucker Avenue in the hillside residential area located north and west of the Project Area, looking south and east. San Bruno Mountain encloses the view to the south.

- Figure 7.5: Viewpoint 4--From Goettingen Street Looking South. This view is from Goettingen street in the hillside residential area located north of the Project Area, looking south toward the Project Area. Zone 1 (including the vacant Schlage Lock site) is located in

[1]LEED: Leadership in Energy and Environment Design green buildings standards established by the United State Green Building Council.

the center of the view with the Caltrain rail line and Tunnel Avenue to the left. San Bruno Mountain encloses the view to the south.

- Figure 7.6: Viewpoint 5--From McLaren Park Looking Southeast. This view is from McLaren Park with Ervine Street in the foreground, looking southeast over the Project Area. Zone 1 is located in the center of the view, with south San Francisco Bay and Candlestick Point in the distance.

- Figure 7.7: Viewpoint 6--From Bayshore Boulevard near Guadalupe Canyon Parkway Looking North. This view is from the east shoulder of Bayshore Boulevard near Guadalupe Canyon Parkway in Brisbane, looking north towards the Project Area. Zone 1 is located in the center of the view, with the Caltrain rail line at the right.

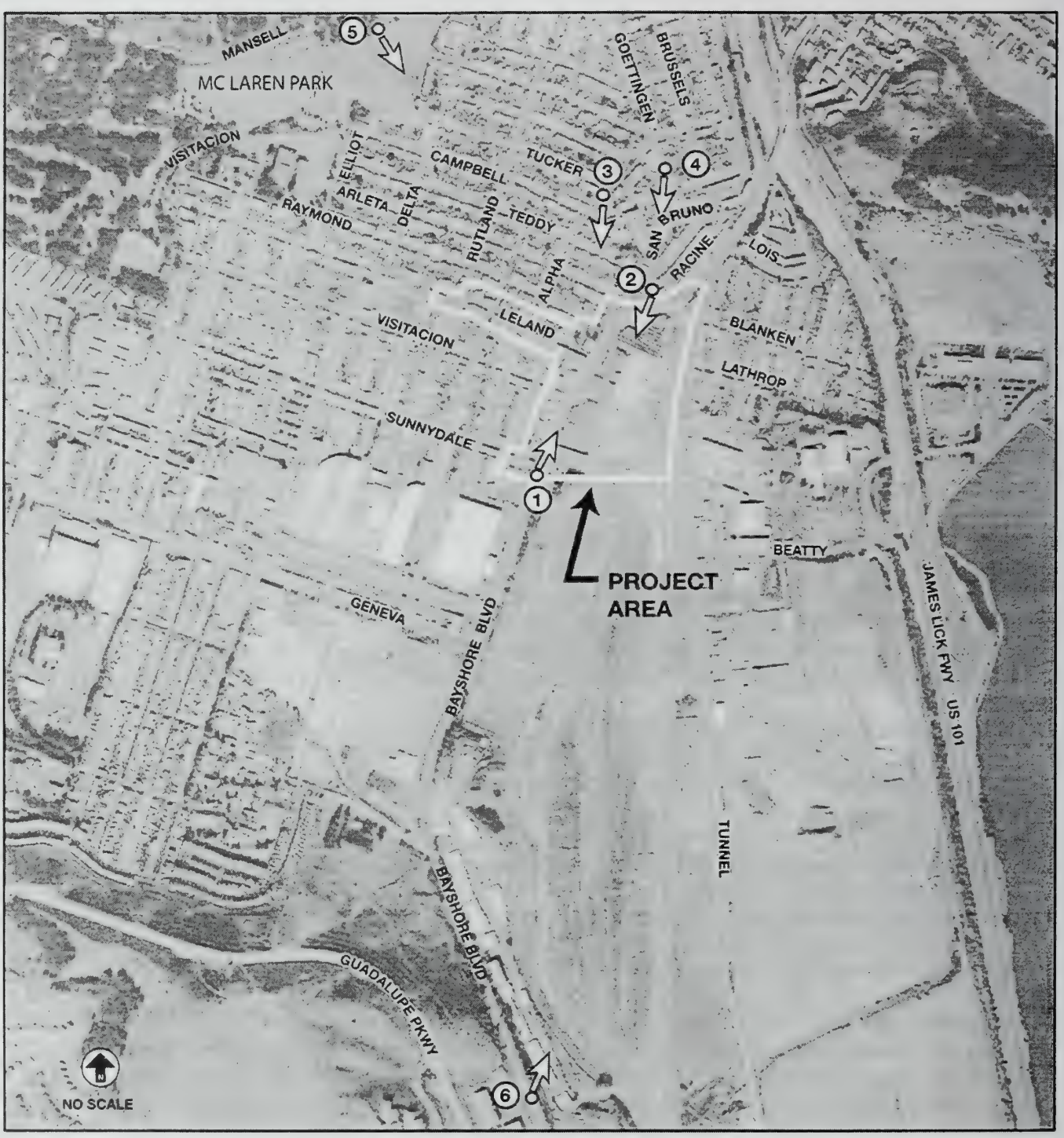
Figures 7.2 through 7.7 illustrate "before" (existing) and "after" (visual simulation) conditions. The computer-generated "after" simulations have been prepared for this EIR in "photo-montage" form by Environmental Vision, a visual analysis and computer modeling consulting firm.[1] The simulations indicate the location, scale, and massing of possible Project Area buildings based on the urban design framework, building form recommendations and DCDG's described in the Design for Development. The simulations have been prepared using objective computer modeling techniques. The images are accurate within the constraints of available site and Design for Development information. *The level of architectural detail that is depicted is minimal, however, and is not intended to reflect the specific architectural forms, materials, or detailing of future, as yet undesigned, individual development projects facilitated by the proposed Redevelopment Plan and Design for Development.*

7.3.5 Impacts and Mitigation Measures

Potential Impacts on Scenic Vistas, Visual Character, Public Views, and Terrain. The Project is not expected to require substantial terrain modifications. Based on the DCDG's described in the Design for Development, and the Design-for-Development-based computer-generated simulations of potential full buildout of the Project Area shown on Figures 7.2 through 7.7, the Project would not have an overall substantial negative visual effect on scenic vistas, the existing visual character of the Project Area or its surroundings, public views, or view corridors, and therefore would have a ***less-than-significant*** impact on these features (see criteria 2, 3, 4, and 5 in subsection 7.3.1, "Significance Criteria," above).

Implementation of the Design for Development is expected to ensure that the visual character of future buildings within Zone 1 would be generally sensitive to and compatible with the existing Visitacion Valley neighborhood on the west side of Bayshore Boulevard, by extending the neighborhood street grid into Zone 1; promoting housing of various sizes and affordability levels throughout the zone; creating new park and other open space elements; preserving and rehabilitating the old Schlage Lock administration building for community use; dictating a variety of building forms and range of building heights from three to eight stories (40 to 85 feet) throughout the zone, with frequent breaks in building facades and rooflines to reduce apparent

[1]The simulation photographs were created using a single lens reflex (SLR) digital camera with a 50-millimeter lens and a 40-degree horizontal view angle for Viewpoints 1, 2, 3, and 4, and a 28-millimeter lens and a 64-degree horizontal view angle for wide-angle Viewpoints 5 and 6.



SOURCE: Wagstaff and Associates

Figure 7.1

SELECTED VIEWPOINT LOCATIONS

EXISTING VIEW FROM BAYSHORE BOULEVARD AT SUNNYDALE AVENUE LOOKING NORTH

VISUAL SIMULATION OF PROPOSED PROJECT

SOURCE: Environmental Vision

Figure 7.2

VIEWPOINT 1: FROM BAYSHORE BOULEVARD AT SUNNYDALE AVENUE LOOKING NORTH

EXISTING VIEW FROM SAN BRUNO AVENUE AT RACINE LANE LOOKING SOUTH

VISUAL SIMULATION OF PROPOSED PROJECT

SOURCE: Environmental Vision

Figure 7.3

VIEWPOINT 2: FROM SAN BRUNO AVENUE AT RACINE LANE LOOKING SOUTH

EXISTING VIEW FROM ALPHA STREET NEAR TUCKER AVENUE LOOKING SOUTH

VISUAL SIMULATION OF PROPOSED PROJECT

SOURCE: Environmental Vision

Figure 7.4

VIEWPOINT 3: FROM ALPHA STREET
NEAR TUCKER AVENUE LOOKING SOUTH

EXISTING VIEW FROM GOETTINGEN STREET LOOKING SOUTH

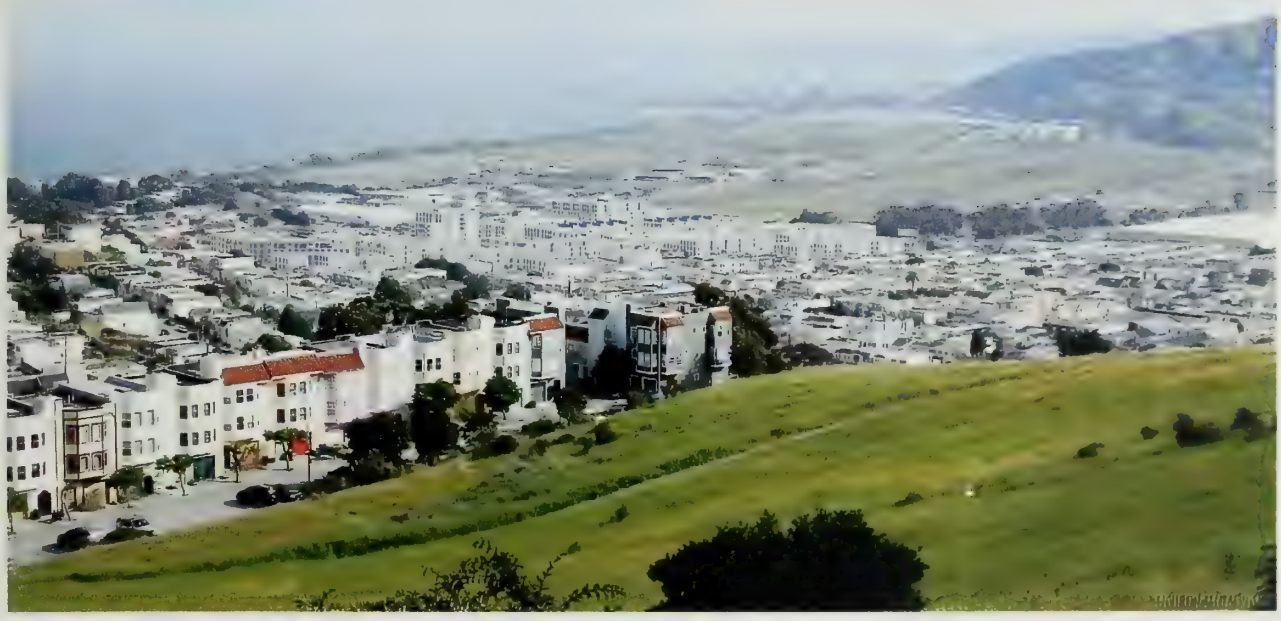
VISUAL SIMULATION OF PROPOSED PROJECT

SOURCE: Environmental Vision

Figure 7.5

VIEWPOINT 4: FROM GOETTINGEN STREET LOOKING SOUTH

EXISTING VIEW FROM McLAREN PARK LOOKING SOUTHEAST



VISUAL SIMULATION OF PROPOSED PROJECT

SOURCE: Environmental Vision

Figure 7.6

VIEWPOINT 5: FROM McLAREN PARK LOOKING SOUTHEAST

EXISTING VIEW FROM BAYSHORE BOULEVARD NEAR GUADALUPE CANYON PARKWAY LOOKING NORTH

VISUAL SIMULATION OF PROPOSED PROJECT

SOURCE: Environmental Vision

Figure 7.7

VIEWPOINT 6: FROM BAYSHORE BOULEVARD NEAR GUADALUPE CANYON PARKWAY LOOKING NORTH

mass and bulk; and incorporating pedestrian-oriented architectural detailing, and pedestrian-scale streets, parks, and other public spaces. These proposed Design for Development controls and design guidelines would promote a substantially improved visual character for Zone 1, guiding the replacement of the existing vacant industrial and warehouse buildings and yard areas with more visually compatible new residential and mixed-use development.

Similarly, implementation of the proposed Redevelopment Plan and Design for Development measures for Zone 2, including façade and streetscape improvements, district clean-up, and general economic development along Leland Avenue and Bayshore Boulevard, would be expected to improve the visual character of this portion of the Project Area.

The potential negative visual effects of the Project would be primarily associated with construction of new buildings taller than those that exist in the Visitacion Valley neighborhood today. As described in the proposed Design for Development and as illustrated by Figures 3.5 (Proposed Redevelopment Plan Land Use Districts), 3.6 (Proposed Design for Development "Urban Concept Plan") and 3.8 (Proposed Building Height Limitations) in chapter 3 (Project Description) of this EIR, the most visually substantive and noticeable new development in the Project Area would occur in Zone 1, particularly along the east edge of Zone 1 near the Caltrain tracks. A smaller and less conspicuous level of new development would occur on the limited number of infill sites in Zone 2 along the west side of Bayshore Boulevard, along Leland Avenue, and within the Blanken Triangle.

Despite the overall quantity and intensity of new development envisioned in Zone 1, significant buildings in terms of bulk and height already exist in the subarea (see "Existing View" vs. "Visual Simulation" portions of Figures 7.2 and 7.3). Under the proposed Design for Development DCDG's, new development in Zone 1 would be more visually organized, with greater architectural interest and unity, and substantially improved street landscaping and other visual amenity.

The visual effect of the anticipated new development in the Project Area would be highly noticeable at ground level. As depicted by Figures 7.2 and 7.3, buildings along Bayshore Boulevard could be a generally consistent 40 to 55 feet in height, with the exception of the area at the northeast quadrant of the Sunnydale/Bayshore intersection, where a maximum building height of 65 feet would be permissible.[1] Building bulk would be limited by controls on building length: maximum building lengths of 35 to 65 feet would be imposed along the Bayshore Boulevard edge of Zone 1.[2]

As a result, buildings along the eastern side of Bayshore Boulevard (the Zone 1 edge) could be slightly taller than those that line the frontage today. These potential building height differences would have minimal effect on views from Bayshore Boulevard of nearby hillsides or sky. In fact, as shown on Figure 7.2, the overall visual and neighborhood character of the Boulevard would be improved, with occupied residential and commercial buildings replacing vacant warehouse and industrial structures. Proposed street trees and other amenities, in combination with the recent Muni Metro T line street lighting and station improvements, would also be expected to improve and unify the visual character of the Boulevard.

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[1]Based on Design for Development Figure 2-3, Height Zones.

[2]Design for Development, page 36.

A noticeable change in the Boulevard character would occur along the west side in Zone 2, where infill development could result in increased building heights (from an existing permitted maximum of 40 feet or four stories to a new permitted maximum of 55 feet or five stories) (see Figure 3.8 (Proposed Building Height Limitations) in chapter 3 and Figures 7.2 and 7.3 in this chapter). Distant views from Bayshore Boulevard of hillside residential areas to the north would be obstructed, but these obstructed views do not constitute major scenic vistas.

The infill development along the west side of Bayshore Boulevard could have a potentially significant adverse visual impact on existing "finer grained" residential properties to the west. While the Figure 7.2 and 7.3 simulations depict Design-for-Development-recommended building mass stepbacks at the front of properties fronting on Bayshore Boulevard, it may also be appropriate for new buildings to incorporate similar stepbacks and/or other architectural articulation at the rear of these properties to reduce the effects of introduced four-to-five story building mass on abutting (rear) residential properties. This potential impact concern is further addressed under Impact 7-1 and accompanying Mitigation Measure 7-1 which follow.

The view south toward the Project Area from southbound Bayshore Boulevard would change substantially under the with-Project buildout scenario, as depicted by Figure 7.3. The maximum building heights at the northern end of Zone 1 would be increased from approximately 30 feet to a maximum of 55 feet along the frontage. As a result, views of the lower portion of San Bruno Mountain could be obstructed from this viewpoint. However, the obstruction would not extend to viewpoints immediately to the north and south--i.e., uphill on Bayshore Boulevard and downhill around the curve at Arleta Avenue, respectively. Similar to the view north along Bayshore Boulevard (Figure 7.2), the overall visual character of the frontage would be improved, with occupied residential and commercial building space replacing vacant warehouse and industrial structures. Proposed street trees and other amenities would further improve the visual character of the frontage.

Views of the Project Area from Visitacion Valley hillside areas to the north and northwest, as depicted by Figures 7.4, 7.5 and 7.6, would also be affected. Views of the valley floor would change substantially from some vantage points, but the effects would not be significantly adverse. As depicted by Figure 7.5, views of the Caltrain rail line and vacant lands to the south would be slightly obstructed by the taller buildings, up to a maximum of 85 feet (7 to 8 stories) permitted by the Design for Development at two locations along the rail line. These hillside vantage point views are already largely comprised of foreground and intermediate background urbanization, and are not particularly unique or scenic, and therefore the Project-facilitated change would not constitute a significant adverse visual impact. The most noticeable effect on the various hillside vantage point views would be a change in the “roofscape” of Zone 1 from large-footprint, generally flat-roof warehouse and industrial building form to a more "fine grained," varied and visually interesting pattern of mixed use rooftops, similar to other existing neighborhood areas in the viewshed. This effect would be consistent with Design for Development policies to promote a physical character of new development that complements what exists in the area today. Views from these hillside vantage points of surrounding Bay, San Bruno Mountain, and other local hillside areas would be unaffected.

Mitigation. No significant impact has been identified, and therefore no mitigation is required.

Impact 7-1: Potential Location-Specific Building Scale Compatibility Impacts (West Side of Bayshore Boulevard). The San Francisco General Plan contains an *Urban Design Guidelines for Height of Buildings* map that designates the entire Project Area for a height range of 0 to 40 feet (4 stories), as shown on Figure 3.7 (Existing Building Height Limitations) of this EIR. Under the proposed Design for Development and associated General Plan and Planning Code changes, the maximum permitted building height for new infill development along the east and west frontage of Bayshore Boulevard would increase to 55 feet (five stories), as shown on Figure 3.8 (Proposed Building Height Limitations) of this EIR. This permitted infill building height increase could have a potentially significant adverse visual impact on existing "finer grained" residential properties along the west edge of Zone 2. The building height increase could result in a pronounced change in building scale relationships at specific infill sites, with potentially substantial adverse visual compatibility, light, and shadow impacts on abutting (rear) smaller scale residential properties fronting on Desmond Street. The proposed Design for Development design guidelines do state that "building heights should be varied within and across blocks to create visual interest and avoid the appearance of monolithic development;" however, specific "stepback" requirements for application at the rear of these west-side Bayshore Boulevard frontage properties sufficient to substantially reduce scale incompatibility and light and shadow impacts on abutting (rear) residential properties are not included in the draft Design for Development. These possible visual effects along the Zone 2 west edge represent a ***potentially significant impact*** (see criteria 3 and 7 in subsection 7.3.1, "Significance Criteria," above).

Mitigation 7-1. Add to the Design for Development additional building bulk and/or building articulation controls specifically tailored to reduce the potential visual effects of introduced greater building height and mass on the west edge of Zone 2 on abutting residential properties to the west. The amended controls could include, for example, a 10-to-15-foot building "stepback" and or "relational height limit" requirement at the third or fourth story along the west edges of Zone 2 that abut existing residential properties, for purposes of avoiding incongruous building height and scale relationships and associated light and shadow impacts. Formulation of these or similar measures by a qualified urban design professional and their incorporation into the Design for Development would reduce this potential for building scale and mass compatibility impacts to a ***less-than-significant level.***

Impact 7-2: Potential Nighttime Light and Glare Impacts. Although the Visitacion Valley community is an already urbanized area with a myriad of exterior lighting and nighttime illumination sources, nighttime lighting associated with new, Project-facilitated development in Zone 1 could have adverse effects on nighttime views of and within the Project Area from surrounding and internal neighborhood vantage points. Lighting of new outdoor spaces and recreation areas and interior lighting emanating from new four-to-eight-story residential structures in Zone 1 could be substantially more prominent in the nighttime viewshed than the vacant one- and two-story industrial, warehouse and office structures that exist there now, and could create significant new light and glare impacts on views from adjacent neighborhood areas and surrounding hillside neighborhood and recreation area vantage points. These possible light and glare effects represent a ***potentially significant impact*** (see criterion 6 in subsection 7.3.1, "Significance Criteria," above).

Mitigation 7-2: Add to the Design for Development a set of Development Controls and Design Guidelines for "Lighting," focusing on nighttime internal and exterior lighting of multi-story buildings and nighttime lighting of new outdoor spaces, including the following or similar measures:

- prohibit exterior illumination of any new building elements above 40 feet;
- require tinting of outward-oriented glazing above 40 feet sufficient to reduce the nighttime visual impacts of internal lighting; and
- to minimize glare and "sky glow" from new outdoor area lighting, require adequate shielding of light sources, use of fixtures that direct light downward, light sources that provide more natural color rendition, possible use of multiple light level switching (for reducing light intensity after 10 PM), non-reflective hardscapes, and avoidance of light source reflection off surrounding exterior walls.

Formulation of these or similar measures by a qualified urban design professional and their incorporation into the Design for Development would reduce this potential for light and glare impacts to a ***less-than-significant level.***

Shadow Effects. During the initial environmental review phase for the Project, it was determined that the project would have a ***less-than-significant*** environmental impact related to shadow, as documented in the January 2007 Initial Study (see Initial Study section VI in EIR appendix 20.2). As explained in this section of the Initial Study, section 295 of the *San Francisco Planning Code* was adopted in response to Proposition K (passed November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. *Planning Code* section 295 restricts net new shadow on public open spaces under the jurisdiction of, or to be acquired by, the San Francisco Recreation and Park Department by any structure exceeding 40 feet unless the Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be less than significant. As illustrated by Figure 3.8 (Proposed Building Height Limitations) in chapter 3 of this EIR, no buildings greater than 40 feet would be permitted along Leland Avenue with the Project. However along the west side of Bayshore Boulevard in Zone 1 and throughout Zone 1, Project-proposed height limitations exceed 40 feet.

The closest public open spaces or other properties under the jurisdiction of, the San Francisco Recreation and Park Department to the Project Area include: Hans Schiller Plaza; a portion of the Visitacion Valley Greenway; the Visitacion Valley Community Center (which sits immediately adjacent to the northwestern portion of the Project Area); Visitacion Playground, located 100 feet west of the Project Area; and Little Hollywood Park, located 750 feet to the east of the Project Area. New shadows created by individual new buildings over 40 feet in height within the Project Area may impact existing public open space under the jurisdiction of the San Francisco Recreation and Park Department. However, since all new development in the Project Area would be subject to *Planning Code* section 295, as referenced in the Design for Development, requiring shadow studies to determine potential impacts on open spaces, no additional study or mitigation would be necessary to avoid significant shadow impacts on San Francisco Recreation and Park properties.

8. TRANSPORTATION AND CIRCULATION

This EIR chapter describes existing and projected transportation conditions in the Project Area vicinity, analyzes potential impacts of the proposed Project on these conditions, and recommends mitigation measures for identified significant impacts. The findings in this chapter are based on independent research and analysis undertaken by the EIR transportation consultant, DMJM Harris/AECOM.

This EIR chapter first describes Existing conditions (section 8.1, Setting) for the following transportation and circulation topics: roadways, transit, pedestrians, bicycles, and parking. The chapter then evaluates roadway (intersection, freeway segment, freeway on-ramp) conditions in the following sequence:

- Existing conditions (section 8.1, Setting),
- Existing plus Project (i.e., year 2025 Baseline) conditions (Impacts/Mitigations 8-1 through 8-3),
- Cumulative (year 2025) conditions (Impacts/Mitigations 8-4 through 8-6), and
- Cumulative (year 2025) conditions with planned regional roadway improvements (Impacts/Mitigations 8-7 and 8-8); planned improvements include an extension of Geneva Avenue to U.S. 101, a new U.S. 101 interchange at Geneva/Harney, and the widening of Harney Way.

The methodology for evaluating Project impacts and the description of the three 2025 Project scenarios are explained in subsection 8.3.2 (Project Travel Demand) of this chapter.

After Project Area and vicinity roadways and intersections are discussed, this EIR chapter evaluates future transit, pedestrian, bicycle, parking, loading, and construction traffic conditions with implementation of the proposed Project.

The transportation and circulation analysis in this chapter identifies the impacts on all modes of transportation in Visitacion Valley--transit, bicycle, pedestrian, and vehicular. Stated key goals of the proposed Visitacion Valley Redevelopment Plan (Goals 3 and 4), and the guiding principles of the Design for Development relevant to circulation, are to (1) create a pedestrian-oriented environment that encourages walking as the primary transportation mode in the Project Area; (2) encourage the use of alternative modes of transportation by future area residents, workers, and visitors; and (3) support the development of the adjacent Caltrain Bayshore station as a major multi-modal transit facility.

The Redevelopment Plan also includes a listing of associated objectives calling for: construction of walkable streets in redevelopment Zone 1 to facilitate easy pedestrian travel; providing multiple street level entrances to new residential and retail buildings to foster sidewalk activity; improving pedestrian safety along Bayshore Boulevard through pedestrian-oriented intersection

improvements and traffic calming; encouraging development that promotes alternative travel modes; enhancing the attractiveness and safety of transit stop locations in the area; and encouraging "regional connectivity" between Visitacion Valley, the Baylands area of Brisbane, and other areas. The Design for Development includes provisions directly coordinated with these Redevelopment Plan objectives. More details regarding the transportation and circulation goals of the proposed Project are described in section 8.2 (Regulatory Framework) of this EIR chapter.

8.1 SETTING

The existing transportation system serving the Project Area and vicinity consists of a network of regional roadways, local roadways, transit services, and pedestrian and bicycle facilities. Generally, existing circulation issues relevant to the proposed redevelopment program, as identified in the Design for Development (pages 10 and 11) include the following:

- The combination of transit modes (vehicular, transit, bicycle, pedestrian) in the neighborhood results in circulation and safety conflicts.
- The local east-west streets (e.g., Leland, Arleta, Raymond, and Visitacion Avenues) all terminate at Bayshore Boulevard and do not continue eastward into Redevelopment Zone 1. The configuration of Bayshore Boulevard does not permit vehicles to make left-turns into Redevelopment Zone 1 from these streets.
- Blanken Avenue provides access to the Little Hollywood neighborhood east of Bayshore Boulevard, as well as to the Caltrain Bayshore station.
- Vehicular access to Zone 1 from the north is limited, and pedestrian access to Zone 1 is difficult.
- Vehicular access to the Caltrain station is limited. Also, no public right-of-way extends east across Zone 1 to the station.
- Planned large-scale developments in the Project Area vicinity--Executive Park, Candlestick Point, India Basin Shoreline, Hunters Point Shipyard Phase 2, Brisbane Baylands Phases 1 and 2, and the Daly City Cow Palace development--will add traffic to the area in the future.

8.1.1 Existing Roadway Network

(a) Regional Access. The following existing regional roadway facilities serve the Project Area vicinity (see Figure 3.1 in chapter 3, Project Description, and Figure 8.1 which follows):

U.S. Highway 101 (U.S. 101) is generally a north-south freeway connecting San Francisco to Peninsula communities and beyond to the south, and Marin County communities and beyond to the north. In the Project Area vicinity, U.S. 101 is generally an eight- to ten-lane facility. U.S. 101 has nearby northbound on- and off-ramps at Third Street/Bayshore Boulevard, Harney Avenue and Sierra Point Parkway, and nearby southbound on- and off-ramps at San Bruno Avenue/Mansell Street, Alana Way/Beatty Avenue, and Sierra Point Parkway.

SOURCE: DMJM Harris | AECOM

Figure 8.1

ROADWAY NETWORK ANALYSIS LOCATIONS

Interstate 280 (I-280) is generally a north-south freeway, connecting San Francisco with the Peninsula and South Bay. I-280 serves the Project Area vicinity via U.S. 101; the I-280/U.S. 101 interchange is located north of the Project Area. At the interchange, I-280 is a six- to eight-lane freeway.

Interstate 80 (I-80) is generally an east-west freeway, connecting San Francisco with the East Bay. I-80 is a six- to eight-lane facility from the west side of the San Francisco-Oakland Bay Bridge to the connection with U.S. 101 south of downtown San Francisco. Access between I-80 and Project Area is via U.S. 101. U.S. 101 merges with I-80 in downtown San Francisco.

(b) Local Access. The following key local roadways serve the Project Area and vicinity (see Figure 8.1):

Bayshore Boulevard is a two-way, north-south arterial that generally parallels U.S. 101 in the Project Area vicinity, extending from Airport Boulevard in South San Francisco, through the City of Brisbane, to Cesar Chavez Street in San Francisco. In the Project Area vicinity, Bayshore Boulevard has two travel lanes in each direction and a center median containing the new Muni Third Street Light Rail System extension (Muni T line), which terminates at Sunnydale Avenue. In the San Francisco General Plan, Bayshore Boulevard is designated as: a Major Arterial[1] in the CMP Network,[2] part of the MTS Network,[3] a Transit Preferential Street[4] (Other – Secondary

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[1]"Major Arterials" are defined in the General Plan as cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways. These are routes generally of citywide significance.

[2]The Congestion Management (CMP) Network is the network of freeways, state highways and major arterials established by the San Francisco County Transportation Authority (SFCTA) in accordance with state Congestion Management legislation.

[3]The Metropolitan Transportation System (MTS) is the nine-county regional network of freeways, major and secondary arterials, transit facilities and recreational streets identified by the Metropolitan Transportation Commission as meeting the nine "regional network" definition criteria of the Regional Transportation Plan. The criteria identify facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand and serve a regional transportation function.

[4]The San Francisco General Plan-defined Transit Preferential Street network classification system takes into consideration all transportation functions, and identifies the major transit routes from which general vehicular traffic should be routed away. There are two General Plan-identified classifications of transit preferential streets: Primary Transit Streets, which are either transit-oriented or transit-important; and Secondary Transit Streets.

Primary Transit Streets (Transit-Oriented) are not major arterials, with either high transit ridership, a high frequency of service, or surface rail. Along these streets, the emphasis should be on moving transit vehicles, and impacts on automobile traffic should be of secondary concern.

Primary Transit Streets (Transit-Important) are Major arterials, with either high transit ridership, high frequency of service, or surface rail. Along these streets, the goal is to improve the balance between modes of transportation, and the emphasis should be on moving people and goods, rather than on moving vehicles.

Secondary Transit Streets are medium transit ridership routes with low-to-medium frequency of service, or medium frequency of service routes with low-to-medium transit ridership, or connecting two or more major destinations.

Transit Street), a Neighborhood Commercial Street,[1] and a part of Citywide Bicycle Route #5 and Route #25. Within the Project Area, Bayshore Boulevard has metered parking with two-hour limits on both sides of the street.

Tunnel Avenue is a two-way north-south roadway that extends south of Bayshore Boulevard near the Project Area and merges into Bayshore Boulevard at Old County Road. The roadway has one lane in each direction with sidewalks and unrestricted on-street parking on both sides of the street. Tunnel Avenue provides access from the Project Area to the Bayshore Caltrain Station and to the U.S. 101 ramps at Alana Way/Beatty Avenue. Tunnel Avenue is Citywide Bicycle Route #905.

Rutland Avenue is a two-way north-south roadway that runs parallel to Bayshore Boulevard in the Visitacion Valley neighborhood. The roadway has one lane in each direction with sidewalks and on-street parking on both sides of the street. In the San Francisco General Plan, Rutland Avenue is designated as a Transit Preferential Street (Primary - Transit Oriented) and a Neighborhood Commercial Street.

Alana Way is a short two-way roadway segment that connects Beatty Avenue with Harney Way and serves as the primary connection in the Project Area vicinity between the east and west sides of U.S. 101. Alana Way has one travel lane in the eastbound direction towards Harney Way and two travel lanes in the westbound direction towards Beatty Avenue. Sidewalks are not provided along either side of the street. On-street parking is not permitted at any time. Alana Way is part of Citywide Bicycle Route #805.

Beatty Avenue is a two-way east-west roadway on the west side of U.S. 101 between Tunnel Avenue and Alana Way. Beatty Avenue has one travel lane in each direction. On-street parking is generally permitted on both sides of the street, and sidewalks are discontinuously provided on both sides. Beatty Avenue is part of Citywide Bicycle Route #805.

Harney Way is a two-way roadway on the east side of U.S. 101 that provides Project Area access to and from northbound U.S. 101 via Beatty Avenue and Alana Way. South of Alana Way, Harney Way has two travel lanes in the northbound direction and one travel lane in the southbound direction. Harney Way also extends to the east and provides access to Executive Park and Candlestick Point. On-street parking is not permitted at any time.

Blanken Avenue is a two-way east-west roadway that extends from Bayshore Boulevard through the Little Hollywood area to Executive Park. The roadway has one lane in each direction with sidewalks and unrestricted parking on both sides of the street. Commercial vehicles weighing more than 6,000 pounds are prohibited from using this roadway as a through route.

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[1]The Citywide Pedestrian Network is a street classification system used by the City to identify streets devoted to or primarily oriented to pedestrian use. The main classifications are: Citywide Pedestrian Network Streets, which are inter-neighborhood connections with "citywide significance" and include both exclusive pedestrian and pedestrian-oriented vehicular streets; and Neighborhood Network Streets, which are neighborhood commercial, residential or transit streets that serve pedestrians from the general vicinity. As part of the Neighborhood Network Street network, streets are classified as Neighborhood Commercial Streets, which are streets that are predominately commercial use with parking and loading conflicts, or Neighborhood Network Connection Streets, which are intra-neighborhood connection streets that connect neighborhood destinations.

Arleta Avenue is a two-way east-west roadway that extends west of Bayshore Boulevard to Elliot Street. The roadway has one lane in each direction with sidewalks and on-street parking on both sides of the street. In the San Francisco General Plan, Arleta Avenue is designated as a Transit Preferential Street (Primary - Transit Oriented) and a Neighborhood Commercial Street.

Leland Avenue is a two-way east-west roadway that extends west of Bayshore Boulevard to Hahn Street. The roadway has one lane in each direction with sidewalks and metered parking on both sides of the street between Bayshore Boulevard and Rutland Street. In the San Francisco General Plan, Leland Avenue is designated as a Neighborhood Commercial Street.

Visitacion Avenue is a two-way east-west roadway that extends west of Bayshore Boulevard to Mansell Street. The roadway has one lane in each direction with sidewalks and unrestricted on-street parking on both sides of the street. In the San Francisco General Plan, Visitacion Avenue is designated as a Transit Preferential Street (Primary - Transit Oriented) and a Neighborhood Commercial Street.

Sunnydale Avenue is a two-way east-west roadway that extends west of Bayshore Boulevard to Persia Avenue/Mansell Street. To the east of Bayshore Boulevard, Sunnydale Avenue is an unpaved dead-end roadway. West of Bayshore Boulevard, the roadway has one lane in each direction with sidewalks and on-street parking on both sides of the street.

Geneva Avenue is a two-way east-west roadway that extends west of Bayshore Boulevard to Phelan Avenue in the Balboa Park neighborhood. The roadway has two lanes in each direction with sidewalks on both sides of the street and on-street parking to the west of Talbert Street. In the San Francisco General Plan, Geneva Avenue is designated as a Major Arterial in the CMP Network, a Transit Preferential Street (Primary - Transit Important), a Neighborhood Commercial Street, and a part of Citywide Bicycle Route #5.

(c) Roadway Network Operational Analysis Methodology. To provide a baseline for identification of Project and Project-plus-cumulative impacts on the local roadway network, existing traffic operating conditions have been determined for key local intersections, key freeway segments, and associated nearby freeway on-ramps in the Project Area vicinity. Figure 8.1 illustrates these selected analysis locations.

(1) Study Intersections. Intersections, rather than midblock roadway segments, are almost always the critical capacity-controlling locations for vehicular travel on urban roadway networks. Ten (10) "study intersections" have been selected by the City and the EIR transportation consultant as those most likely to be affected by the proposed Project (redevelopment program) and warranting study in this EIR. The ten study intersections are mapped on Figure 8.1 and listed below:

- 1 -- Bayshore Boulevard/Tunnel Avenue (signalized),
- 2 -- Bayshore Boulevard/Blanken Avenue (signalized),
- 3 -- Bayshore Boulevard/Arleta Avenue/San Bruno Avenue (signalized),
- 4 -- Bayshore Boulevard/Leland Avenue (signalized),

- 5 -- Bayshore Boulevard/Visitacion Avenue (signalized),
- 6 -- Bayshore Boulevard/Sunnydale Avenue (signalized),
- 7 -- Leland Avenue/Rutland Avenue (all-way stop),
- 8 -- Tunnel Avenue/Blanken Avenue (all-way stop),
- 9 -- Alana Way/Beatty Avenue (all-way stop), and
- 10 -- Alana Way/Harney Way/Thomas Mellon Drive (two-way stop).

(2) Intersection Analysis Methodology. Existing operational conditions at the ten study intersections have been evaluated using the 2000 *Highway Capacity Manual* (*HCM*) "Level of Service" methodology.[1] Intersection Level of Service (LOS) is a qualitative description or rating of the performance of an intersection based on the average delay per vehicle. The LOS rating range runs from LOS A, which indicates free flow or excellent conditions with short delays, to LOS F, which indicates congested or overloaded conditions with extremely long delays.

For signalized intersections, the *HCM* methodology determines the capacity of each lane group approaching the intersection. The LOS is then based on average delay (in seconds per vehicle) for the various movements within the intersection. A combined weighted average delay and LOS are presented for the intersection. Table 8.1 summarizes the HCM-defined relationship between LOS and average delay for signalized intersections.

For unsignalized (all-way stop controlled and two-way stop controlled) intersections, the average delay and LOS operating conditions are calculated by approach (e.g., northbound) and movement (e.g., northbound left-turn) for those movements that are subject to delay. In general, the operating conditions for unsignalized intersections are presented for the worst approach. Table 8.2 summarizes the *HCM*-defined relationship between LOS and average delay for unsignalized intersections.

In San Francisco, for signalized intersections, LOS ratings of A through D are considered satisfactory operational levels, and LOS ratings of E and F conditions are considered unsatisfactory operational service levels. Unsignalized intersections are considered to operate at unsatisfactory conditions if one approach operates at LOS E or F and Caltrans-defined peak hour volume warrants for traffic-signal installation are met.

The operating conditions for both the freeway mainline and ramp junctions have also been evaluated using the *Highway Capacity Manual (HCM)* methodology. For freeway mainlines, this methodology determines LOS based on the "density" of the segment, which is the number of vehicles within a given section of roadway for a period of time (presented in passenger cars per

[1] As part of the *HCM methodology*, adjustments are typically made to the capacity of each intersection to account for various factors that reduce the ability of the streets to accommodate vehicles (such as the downtown nature of the area, number of pedestrians, vehicle types, lane widths, grades, on-street parking and queues). These adjustments are performed to ensure that the LOS analysis results reflect the operating conditions that are observed in the field.

Table 8.1
SIGNALIZED INTERSECTION LEVEL OF SERVICE DEFINITIONS

Level of Service	Description of Operations	Average Control Delay (seconds/vehicle)
A	Insignificant Delays: No approach phase is fully used and no vehicle waits longer than one red indication.	≤ 10
B	Minimal Delays: An occasional approach phase is fully used. Drivers begin to feel restricted.	> 10 to 20
C	Acceptable Delays: Major approach phase may become fully used. Most drivers feel somewhat restricted.	> 20 to 35
D	Tolerable Delays: Drivers may wait through no more than one red indication. Queues may develop but dissipate rapidly without excessive delays.	> 35 to 55
E	Significant Delays: Volumes approaching capacity. Vehicles may wait through several signal cycles and long vehicle queues from upstream.	> 55 to 80
F	Excessive Delays: Represents conditions at capacity, with extremely long delays. Queues may block upstream intersections.	> 80

SOURCE: *Highway Capacity Manual*, Transportation Research Board, 2000.

Table 8.2
UNSIGNALIZED INTERSECTION LEVEL OF SERVICE DEFINITIONS

Level of Service	Description of Operations	Average Control Delay (seconds/vehicle)
A	No delay for stop-controlled approaches.	0 to 10
B	Operations with minor delays.	> 10 to 15
C	Operations with moderate delays.	> 15 to 25
D	Operations with some delays.	> 25 to 35
E	Operations with high delays and long queues.	> 35 to 50
F	Operation with extreme congestion, with very high delays and long queues unacceptable to most drivers.	> 50

SOURCE: *Highway Capacity Manual*, Transportation Research Board, 2000.

mile per lane, or pc/mi/ln).[1] For the freeway-ramp junctions, the level of service is based on the amount of vehicles in the area of the freeway directly downstream of the analysis ramp, combining the mainline volume with the on-ramp volume. Table 8.3 summarizes the *HCM*-defined relationship between LOS and density range for freeway mainline and ramp facilities. Density values of LOS A through E represent stable non-breakdown operations, while LOS F signifies that a breakdown condition exists or is expected to occur. In San Francisco, LOS E and F are considered unacceptable conditions. The *Visitacion Valley Redevelopment Program DEIR Transportation Analysis Appendix* (February 26, 2008) by DMJM Harris/AECOM *(Traffic Analysis Appendix),* which is available for review at the San Francisco Redevelopment Agency and at the Planning Department of the City and County of San Francisco, contains the *HCM* definitions applied in this EIR for freeway segment and ramp junction LOS thresholds.

(d) Roadway Network Operational Conditions. The existing intersection geometry and traffic counts at the ten "study" intersections for weekday AM and PM peak hours are presented in the *Traffic Analysis Appendix.* Table 8.4 summarizes the associated LOS computation results for the existing weekday AM and PM peak hour conditions (the corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*).

As shown in Table 8.4, all signalized study intersections currently operate at acceptable conditions (LOS D or better) during the weekday AM and PM peak hours. For the unsignalized study intersections, the worst approaches all currently operate at LOS B or better. Overall, all ten study intersections currently operate at acceptable LOS ratings during both the weekday AM and PM peak hours.

In general, the northbound/southbound movements along Bayshore Boulevard have substantially longer green times, to accommodate through traffic volumes and Muni T line operations, than the eastbound/westbound movements along side streets. Consequently, long delays were occasionally noticed on the side streets to Bayshore Boulevard during field observations; however, the intersections as a whole operated with acceptable conditions (since intersection LOS is based on the average delay per vehicle from all movements). In addition, it was also observed during field observations that due to tight curb radii and the presence of vehicles in on-street parking spaces, some buses and long trucks had difficulty making right-turn movements onto the side streets from Bayshore Boulevard, which resulted in minor vehicular traffic delays.

Other intersections within the Project Area vicinity were qualitatively reviewed for existing operating conditions, including the Little Hollywood and Visitacion Valley neighborhoods. In general, these intersections operated with acceptable conditions throughout the day, with minimal delays to traffic operations. During peak hours, however, some intersections operated with minor congestion, especially on movements to and from Bayshore Boulevard.

(e) Freeway Segment Operational Conditions. The following two key "study" freeway segments were identified along U.S. 101 as most likely to be affected by the Project and thus warranting mainline capacity analysis to provide the basis for identification of any potential Project-generated traffic impacts:

[1] Density is not computed when free-flow speed is less than 55 miles per hour (mph). Under LOS F conditions, free-flow speed drops to below 55 mph.

Table 8.3
FREEWAY FACILITY LEVEL OF SERVICE DEFINITIONS

Freeway Segment LOS Criteria		Freeway Ramp Merge/Diverge Criteria	
Level of Service	Density Range (pc/mi/ln)[a]	Level of Service	Density Range (pc/mi/ln)[a]
A	0 to 11	A	≤ 10
B	> 11 to 18	B	>10 to 20
C	> 18 to 26	C	> 20 to 28
D	> 26 to 35	D	> 28 to 35
E	> 35 to 45	E	> 35
F	> 50	F	Demand exceeds capacity

SOURCE: *Highway Capacity Manual*, Transportation Research Board, 2000.

Notes:
a) pc/mi/ln = passenger cars per mile per lane.

Table 8.4
EXISTING INTERSECTION LEVEL OF SERVICE CONDITIONS

	Intersection	Traffic Control	Weekday AM Peak Hour LOS	Weekday AM Peak Hour Delay[a]	Weekday PM Peak Hour LOS	Weekday PM Peak Hour Delay[a]
1	Bayshore Boulevard/Tunnel Avenue	Signalized	B	16.2	B	15.6
2	Bayshore Boulevard/Blanken Avenue	Signalized	B	14.7	B	14.1
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	Signalized	C	25.7	C	25.4
4	Bayshore Boulevard/Leland Avenue	Signalized	C	31.3	C	28.4
5	Bayshore Boulevard/Visitacion Avenue	Signalized	C	21.3	B	18.1
6	Bayshore Boulevard/ Sunnydale Avenue	Signalized	C	23.9	C	23.6
7	Leland Avenue/Rutland Street	AWSC[b]	A (eb)[c]	8.9	A (wb)[c]	8.7
8	Tunnel Avenue/Blanken Avenue	AWSC	B (eb)	11.9	A (wb)	9.7
9	Alana Way/Beatty Avenue	AWSC	B (eb)	12.9	B (sb)[c]	10.2
10	Alana Way/Harney Way/ Thomas Mellon Drive	TWSC[d]	B (wb)	13.4	B (wb)	12.0

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Delay presented in seconds per vehicle.
b) AWSC – All Way Stop Controlled (level of service and delay are reported for the worst approach).
c) eb = eastbound; wb = westbound; sb = southbound.
d) TWSC – Two Way Stop Controlled (level of service and delay are reported for the worst approach).

- U.S. 101 northbound and southbound between I-280 and Third Street, and
- U.S. 101 northbound and southbound between Sierra Point Parkway and I-380.

Table 8.5 presents the corresponding freeway segment capacity analysis results for existing weekday AM and PM peak hour conditions (the corresponding LOS analysis calculation work sheets are presented in the *Traffic Analysis Appendix*).

As shown in Table 8.5, the U.S. 101 study freeway segment to the north of the Project Area currently operates at an unacceptable condition (LOS E) in the southbound direction during the morning peak hour and in the northbound direction during the evening peak hour. The U.S. 101 study freeway segment south of the Project Area operates at unacceptable condition (LOS E or LOS F) in the southbound direction during the morning peak hour and in both directions during the evening peak hour. Under these existing peak period conditions, travel speeds along these two U.S. 101 study segments are reduced, with some delays to traffic and minor breakdowns in flow.

(f) Freeway On-Ramp Operational Conditions. The point of most traffic congestion for freeway ramps is typically at the ramp-freeway junction (merge). Three key freeway on-ramps most likely to be affected by the Project were selected for existing baseline analysis in order to identify any potential Project-generated traffic impacts. The three "study" ramp junctions identified for analysis include:

- U.S. 101 northbound on-ramp from Bayshore Boulevard/Third Street,
- U.S. 101 northbound on-ramp from Harney Way, and
- U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way.

Table 8.6 presents the results of the study freeway on-ramp analysis for existing weekday AM and PM peak hour conditions (corresponding LOS analysis calculation work sheets are presented in the *Transportation Analysis Appendix*). As shown in the table, all of the study on-ramp junctions currently operate at acceptable conditions (LOS D or better) during both analysis periods except the U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way, which currently operates at an unacceptable condition (LOS F) during the weekday AM peak hour. Due to the high mainline AM peak hour volumes, vehicles entering the freeway from this on-ramp can sometimes result in queuing within the adjacent mainline lane. The operations of freeway on-ramp/mainline junctions is primarily dictated by the freeway mainline volumes; as a result, relatively low on-ramp volumes like those found at the U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way can result in acceptable conditions.

8.1.2 Transit Network

The Project Area is well served by public transit, with regional service provided by SamTrans and Caltrain to the adjacent Bayshore Caltrain multi-modal transit station on Tunnel Avenue, and local service provided by the San Francisco Municipal Railway (Muni). Muni also provides the Project Area with access to and from all regional transit operators (including BART, AC Transit, Golden Gate Transit, SamTrans, and Caltrain). Figure 8.2 illustrates existing transit services in the Project Area vicinity.

Table 8.5
EXISTING FREEWAY SEGMENT LEVEL OF SERVICE CONDITIONS

Location		Direction[a]	Weekday AM Peak Hour LOS[b]	Weekday AM Peak Hour Density[c]	Weekday PM Peak Hour LOS[b]	Weekday PM Peak Hour Density[c]
1	U.S. 101 between I-280 and Third Street/Bayshore Boulevard	NB	D	33.0	**E**	**38.4**
		SB	**E**	**39.5**	D	31.5
2	U.S. 101 between Sierra Point Parkway and I-380	NB	D	33.9	**F**	**>45**
		SB	**F**	**>45**	**E**	**38.6**

SOURCE: DMJM Harris/AECOM, 2007

Notes:

a) NB = Northbound; SB = Southbound.
b) LOS = Level of Service.
c) Density presented in pc/mi/ln (passenger cars per mile per lane).
Bold indicates unacceptable conditions.

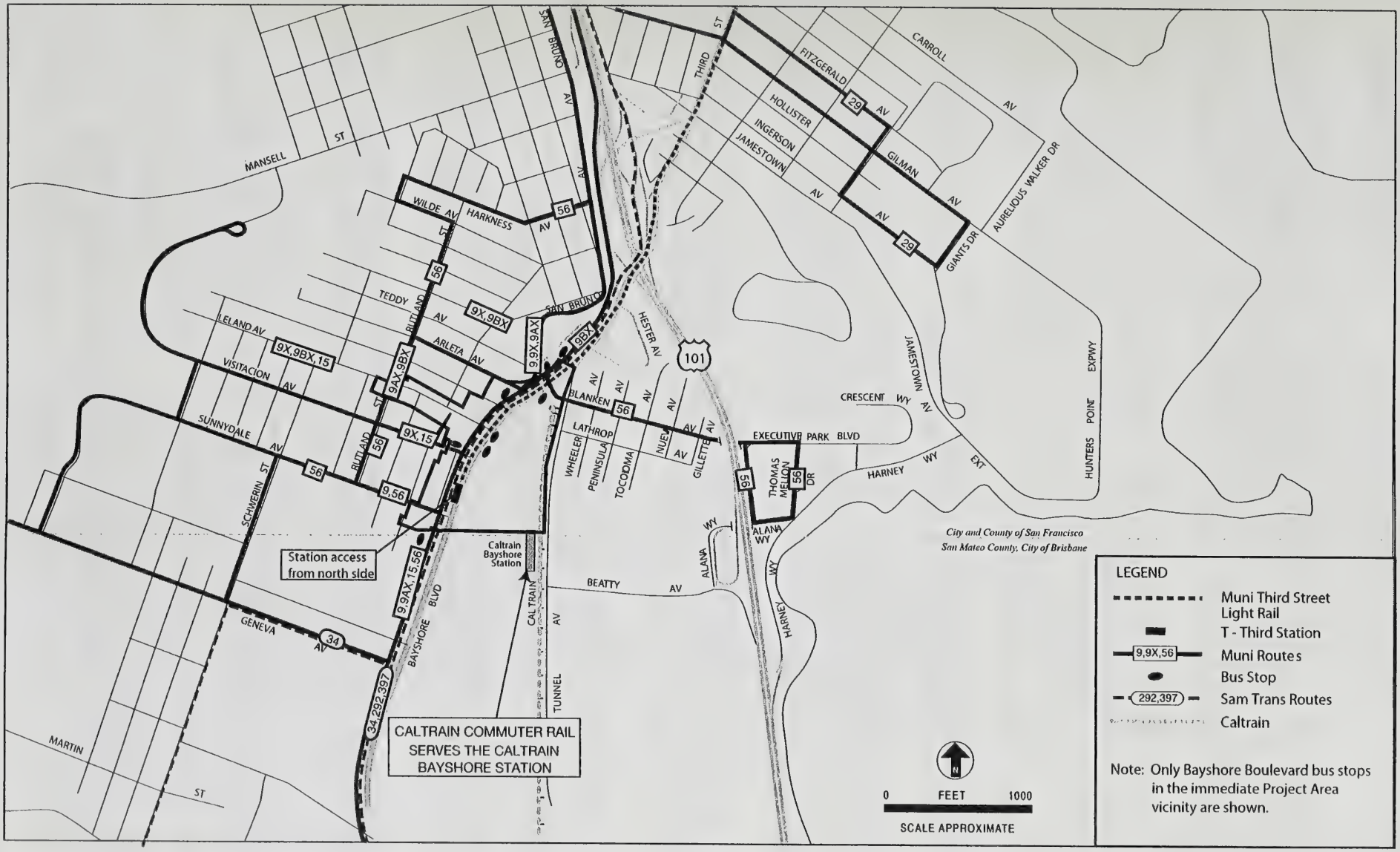
Table 8.6
EXISTING FREEWAY ON-RAMP LEVEL OF SERVICE CONDITIONS

Location		Weekday AM Peak Hour LOS[a]	Weekday AM Peak Hour Density[b]	Weekday PM Peak Hour LOS[a]	Weekday PM Peak Hour Density[b]
1	U.S. 101 NB on-ramp from Bayshore Boulevard/Third Street	C	21.7	C	22.8
2	U.S. 101 NB on-ramp from Harney Way	C	25.3	D	28.8
3	U.S. 101 SB on-ramp from Beatty Avenue/Alana Way	**F**	**N/A**	C	26.3

SOURCE: DMJM Harris/AECOM, 2007

Notes:

a) LOS = Level of Service.
b) Density presented in pc/mi/ln.
N/A indicates oversaturated conditions (demand exceeds capacity).
Bold indicates unacceptable conditions.



SOURCE: DMJM Harris | AECOM

Figure 8.2

TRANSIT NETWORK WITH NEARBY STOPS

(a) Local Transit Services. Muni provides bus (diesel and electric trolley), light rail (Metro), streetcar, and cable car line services throughout San Francisco. In the Project Area vicinity, Muni provides five regular bus lines (9, 9X, 9AX, 9BX and 56), one light rail line (Muni T line) and two night-time bus lines (90 and 91 – Owl). Table 8.7 lists Muni service frequencies and nearest stop locations to the Project Area. Local Muni service routes and frequencies are further described below:

- The **Muni Third Street Light Rail System (Muni T line)** connects the Castro district to Visitacion Valley. This service runs approximately every 8-10 minutes from 7:00 AM to 7:00 PM, with less frequent service in the early morning and evening periods. The Muni T line provides access to the BART stations at Civic Center, Powell, Montgomery and Embarcadero. This service also provides access to the Muni Metro stations at West Portal, Forest Hill, Castro, Church and Van Ness.

- The **9 – San Bruno** bus service connects Visitacion Valley to downtown San Francisco. This service runs approximately every 10 minutes from 7:00 AM to 7:00 PM.

- The **9X – San Bruno Express** bus service connects City College to downtown San Francisco and North Beach via Visitacion Valley. This service runs approximately every 10 minutes in the outbound direction (from downtown) during the AM peak hour and in the inbound direction (to downtown) during the PM peak hour. 9X service runs in both directions during off-peak hours.

- The **9AX – San Bruno "A" Express** bus service connects San Francisco City College to downtown San Francisco and North Beach via Visitacion Valley. This service runs approximately every 10 minutes in the inbound direction during the AM peak hour and outbound direction during the PM peak hour.

- The **9BX – San Bruno "B" Express** bus service connects San Francisco City College to downtown San Francisco and North Beach via Visitacion Valley. This service runs approximately every 15 minutes in the inbound direction during the AM peak hour and approximately every 10 minutes in the outbound direction during the PM peak hour.

- The **56 – Rutland** is a community service that currently provides service between Visitacion Valley and Executive Park via Blanken Avenue. This service runs approximately every 30 minutes from 7:00 AM to 9:00 PM.

- The **90 – Owl** is a cross-town limited service route that connects Visitacion Valley to Fort Mason via Civic Center. This service runs approximately every 30 minutes from 1:00 AM to 5:00 AM.

- The **91 – Owl** is a cross-town limited service route that connects West Portal to San Francisco State University via Visitacion Valley, Bayview, downtown, Chinatown and Fisherman's Wharf. This service connects with the Marina, Richmond and Sunset districts. This service runs approximately every 30 minutes from 1:00 AM to 5:00 AM.

(b) Local Transit Ridership Conditions. The new Muni T line extension has stations in the Project Area along Bayshore Boulevard at Arleta Avenue and Sunnydale Avenue (see Figure 7.2 in chapter 7 of this EIR, showing the local view down Bayshore Boulevard). Field

Table 8.7
NEARBY MUNI SERVICE

Route	Weekday Service Frequency AM	Midday	PM	Nearest Stop Location
9 – San Bruno	10 min.	10 min.	8-10 min.	San Bruno Avenue/Arleta Avenue
9X – San Bruno Express	10-15 min.	12-15 min.	10-15 min.	San Bruno Avenue/Arleta Avenue and Bayshore Boulevard/Arleta Avenue
9AX – San Bruno "A" Express	10 min.	-	10 min.	San Bruno Avenue/Arleta Avenue
9BX – San Bruno "B" Express	10 min.	-	10 min.	Bayshore Boulevard/Arleta Avenue
56 – Rutland	30 min.	30 min.	30 min.	San Bruno Avenue/Arleta Avenue
Muni T line	10 min.	10 min.	8 min.	Sunnydale Station (Sunnydale Avenue/Bayshore Boulevard) and Arleta Station (Arleta Avenue/Bayshore Boulevard)
90 – Owl	--	--	--	Driver will stop at any corner when requested
91 – Owl	--	--	--	Driver will stop at any corner when requested

SOURCE: Muni, 2007

Notes:

AM = 7:00 AM – 9:00 AM; Midday = 9:00 AM – 4:00 PM; PM = 4:00 PM – 6:00 PM.

observations of current Muni T line ridership levels were conducted in August 2007 during the weekday morning, midday, and evening periods. During these times, the new Muni T line extension was observed to have relatively low ridership, as the two Project Area stations are at the southern end of the line. During the field observations, there were typically less than 10 passengers alighting or boarding each train during the peak hours.

Muni buses make several stops in the Project Area, including along Bayshore Boulevard and Visitacion Avenue. During field observations, passengers were observed boarding and alighting in the weekday AM and PM peak hours at most of the existing Project Area bus stops. The apparent maximum numbers of passengers were identified at bus stops near the Bayshore/Arleta/San Bruno intersection, a major local transfer point. During the field observations, buses were running at less than capacity with unoccupied seats and no standing passengers.

(c) Regional Transit Services. The following regional transit service connections are provided in the Project Area vicinity:

East Bay: Transit service to and from the East Bay is provided by **BART** and **AC Transit**. BART operates regional rail transit service between the East Bay (the Pittsburg/Bay Point, Richmond, Dublin/Pleasanton and Fremont stations) and San Francisco, and between San

Mateo County (the Millbrae and San Francisco Airport stations) and San Francisco. The nearest BART station to the Project Area is the Balboa Park station, about three miles to the west.

The Alameda-Contra Costa Transit District (AC Transit) is the primary bus operator serving the East Bay, including Alameda and western Contra Costa Counties. AC Transit currently operates 29 routes between the East Bay and San Francisco, all of which terminate at the Transbay Terminal.

South Bay: Transit service to and from the South Bay is provided by **BART, SamTrans,** and **Caltrain**. BART provides service from San Francisco to one station each in Daly City, Colma, South San Francisco, San Bruno, San Francisco International Airport, and Millbrae. The nearest BART station to the Project Area is the Balboa Park station, which can be accessed by the Muni system.

SamTrans provides bus service between San Mateo County and San Francisco. SamTrans lines 292 and 397 run along Bayshore Boulevard through the Project Area with stops at the Bayshore/Visitacion intersection.

Caltrain provides commuter heavy rail passenger service between the Peninsula (Santa Clara County) and San Francisco. Caltrain currently operates 96 trains and 22 baby bullet trains each weekday, with a combination of express and local service. The recently relocated and reconstructed Caltrain Bayshore multi-modal transit station is located on Tunnel Avenue immediately south of the Project Area and is served by 38 trains (19 trains each in the northbound and southbound directions). Of the 38 trains per day on this Peninsula line, four (two each in the northbound and southbound directions) run during the morning peak hour and four (two each in the northbound and southbound directions) run during the evening peak hour.

North Bay: Transit service to and from the North Bay is provided by **Golden Gate Transit** buses and ferries. Between the North Bay (Marin and Sonoma Counties) and San Francisco, Golden Gate Transit operates 22 commute bus routes and five basic bus routes. Golden Gate Transit also operates ferry service between the North Bay and San Francisco. During the morning and evening commute periods, ferries run from San Francisco to Larkspur and Sausalito. The San Francisco terminal is located at the Ferry Building, on The Embarcadero at Market Street.

The regional transit providers described above can all be accessed from the Project Area via nearby Muni bus and Muni T line service. The Balboa Park BART Station can be accessed by the 9X, 9AX and 9BX lines. The Transbay Terminal can be accessed by the 9 or Muni T line. The San Francisco Ferry Terminal can be accessed by one of the Muni bus lines or the Muni T line.

8.1.3 Pedestrian Conditions

Sidewalks are provided along all streets in the Project Area except on Alana Way and Sunnydale Avenue to the east of Bayshore Boulevard, where no sidewalks are provided on either side of the route. The existing sidewalks along Bayshore Boulevard are 12- to 15-feet wide, and crosswalks across Bayshore Boulevard are also 12- to 15-feet wide. Existing sidewalks on all other Project Area streets are generally 5- to 8-feet wide. All intersections in

the vicinity of the Project Area have crosswalks, and pedestrian signals for independent pedestrian movements are provided at the major intersections along Bayshore Boulevard.

Generally, Project Area pedestrian volumes were observed to be low to moderate during both the weekday AM and PM peak periods. During both time periods, Project Area sidewalk and crosswalk conditions were observed to be operating at free-flow conditions with pedestrians moving at normal walking speeds and generally without significant interference from buses or vehicles. Existing pedestrian activity at the Bayshore/Arleta/San Bruno and Bayshore/ Sunnydale intersections was relatively high compared to other intersections in the Project Area, primarily due to pedestrians walking to and from the Arleta and Sunnydale Muni T line stations. Pedestrian volumes were observed to be generally higher during the weekday midday peak, due primarily to the substantial number of school children traveling to nearby elementary and middle schools.

8.1.4 Bicycle Conditions

The major bicycle routes serving the Project Area are illustrated in Figure 8.3. There are three major bicycle routes designated in the Project Area vicinity, consisting of Class II and Class III route types. Class II bicycle routes are separate bicycle lanes adjacent to the curb lane. Class III bicycle facilities are signed routes, where bicyclist share travel lanes with vehicles. The local bicycle routes illustrated on Figure 8.3 are described below:

- *Route #5* is a Class II bicycle facility along Bayshore Boulevard from Geneva Avenue to Third Street and is a Class III bicycle facility along Third Street north of Bayshore Boulevard.

- *Route #25* is a Class II bicycle facility along Bayshore Boulevard and San Bruno Avenue. Route #25 serves as a primary north-south route linking the southeastern part of San Francisco to the Marina District.

- *Route #90* is a Class III bicycle facility along Geneva Avenue extending west from Bayshore Boulevard. The segment of Route #90 between Brookdale Avenue and Pasadena Street is a Class II facility.

- *Route #805* is a Class III bicycle facility along Alana Way and Harney Way. The route continues along Jamestown Avenue and Hunters Point Expressway providing access to the Hunters Point and Candlestick Point areas.

- *Route #905* is a Class III bicycle facility along Tunnel Avenue south, east of Bayshore Boulevard.

- *Route #925* is a Class III bicycle facility along Blanken Avenue between Tunnel Avenue and Bayshore Boulevard, connecting Route #5 and Route #905.

There are no Class I bicycle facilities serving the Project Area--i.e., dedicated bike paths separated from the roadway. The one Class I bicycle facility in the Project Area vicinity is located along San Francisco Bay near U.S. 101 northbound on- and off-ramps at Harney Way.

On typical weekdays, bicycle activity in the Project Area vicinity is comparatively light throughout the day, with bicyclists observed using the designated on-street bicycle facilities as well as other area-wide streets.

SOURCE: DMJM Harris | AECOM

Figure 8.3

BICYCLE AND BAY TRAIL NETWORK

8.1.5 Parking Conditions

The existing on-street parking supply and occupancy were qualitatively assessed for streets in the vicinity of the Project Area. The parking supply and occupancy were estimated based on field observation conducted in August 2007 during the weekday AM, midday and PM peak hours. A combination of metered, time-limited and free parking is provided along most streets in the Project Area vicinity. Metered parking is limited to one hour or two hours from 7:00 AM to 6:00 PM along Bayshore Boulevard and Leland Avenue. Unrestricted parking (with the exception of street cleaning restrictions) is available on all the other streets. There are no public off-street parking facilities in or near the Project Area, with the exception of the parking lot for Caltrain (located on the west side of Tunnel Avenue to the south of Blanken Avenue).

On-street (curbside) parking along Bayshore Boulevard was observed to be approximately 75 percent occupied during the weekday morning and midday periods and approximately 90 percent occupied during the weekday evening period. On-street parking along Leland, Rutland, Arleta and Visitacion Avenues was generally fully occupied throughout the day. On-street parking along other streets was approximately 50 percent occupied throughout the day.

8.2 REGULATORY FRAMEWORK

The following adopted City transportation goals and policies are pertinent to consideration of the transportation-related environmental impacts of the proposed Project:

8.2.1 San Francisco General Plan Transportation Element

The *Transportation Element* of the San Francisco General Plan is composed of objectives and policies that relate to the nine aspects of the citywide transportation system: General, Regional Transportation, Congestion Management, Vehicle Circulation, Transit, Pedestrian, Bicycles, Citywide Parking, and Goods Movements. The *Transportation Element* contains the following objectives and policies that are directly pertinent to consideration of the proposed Visitacion Valley redevelopment program:

- *Use the transportation system as a means for guiding development and improving the environment.* (Transportation Element Objective 2)
- *Use rapid transit and other transportation improvements in the City and region as the catalyst for desirable development, and coordinate new facilities with public and private development.* (Transportation Element Objective 2, Policy 2.1)
- *Organize the transportation system to reinforce community identity, improve linkages among interrelated activities, and provide focus for community activities.* (Transportation Element Objective 2, Policy 2.4)
- *Improve bicycle access to San Francisco from all outlying corridors.* (Transportation Element Objective 9)
- *Where bicycles are prohibited on roadway segments, provide parallel routes accessible to bicycles or shuttle services that transport bicycles.* (Transportation Element Objective 9, Policy 9.2)

- *Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.* (Transportation Element Objective 11)

- *Develop and implement a plan for operational changes and land use policies that will maintain mobility and safety, despite a rise in travel demand that could otherwise result in system capacity deficiencies.* (Transportation Element Objective 14)

- *Ensure that traffic signals are timed and phased to emphasize transit, pedestrian, and bicycle traffic as part of a balanced multimodal transportation system.* (Transportation Element Objective 14, Policy 14.2)

- *Improve transit operation by implementing strategies that facilitate and prioritize transit vehicle movement and loading.* (Transportation Element Objective 14, Policy 14.3)

- *Reduce congestion by encouraging alternatives to the single-occupancy auto through the reservation of right-of-way and enhancement of other facilities dedicated to multiple modes of transportation.* (Transportation Element Objective 14, Policy 14.4)

- *Encourage the use of transit and other alternative modes of travel to the private automobile through the positioning of building entrances and the convenient location of support facilities that prioritize access from these modes.* (Transportation Element Objective 14, Policy 14.7)

- *Establish a street hierarchy system in which the function and design of each street are consistent with the character and use of adjacent land.* (Transportation Element Objective 18)

- *Design streets for a level of traffic that serves, but will not cause a detrimental impact on, adjacent land uses or eliminate the efficient and safe movement of transit vehicles and bicycles.* (Transportation Element Objective 18, Policy 18.2)

- *Discourage high-speed through traffic on local streets in residential areas through traffic "calming" measures that are designed not to disrupt transit service or bicycle movement...."* (Transportation Element Objective 18, Policy 18.4)

- *Improve the city's pedestrian circulation system to provide for efficient, pleasant, and safe movement.* (Transportation Element Objective 23).

- *Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.* (Transportation Element Objective 23, Policy 23.2)

- *Maintain a strong presumption against reducing sidewalk widths, eliminating crosswalks, and forcing indirect crossings to accommodate automobile traffic.* (Transportation Element Objective 23, Policy 23.3)

- *Ensure convenient and safe pedestrian crossings by minimizing the distance pedestrians must walk to cross a street.* (Transportation Element Objective 23, Policy 23.6)

- *Improve the ambience of the pedestrian environment.* (Transportation Element Objective 24)
- *Provide secure and convenient parking facilities for bicycles.* (Transportation Element Objective 28)
- *Provide secure bicycle parking in new governmental, commercial, and residential developments.* (Transportation Element Objective 28, Policy 28.1)
- *Provide parking facilities which are safe, secure, and convenient.* (Transportation Element Objective 28, Policy 28.3)
- *Relate the amount of parking in residential areas and neighborhood commercial districts to the capacity of the City's street system and land use patterns.* (Transportation Element Objective 34)
- *Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.* (Transportation Element Objective 34, Policy 34.1)
- *Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.* (Transportation Element Objective 34, Policy 34.3)
- *Meet short-term parking needs in neighborhood shopping districts consistent with preservation of a desirable environment for pedestrians and residents.* (Transportation Element Objective 35)
- *Provide convenient on-street parking specifically designed to meet the needs of shoppers dependent upon automobiles.* (Transportation Element Objective 35, Policy 35.1)
- *Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.* (Transportation Element Objective 35, Policy 35.2)
- *Make freeway and major surface street improvements to accommodate and encourage truck/service vehicles in industrial areas away from residential neighborhoods.* (Transportation Element Objective 39)

As discussed in subsection 8.1.2(b) (Transit Network) above, Muni experiences low ridership on the T line light rail extension and Muni buses run at less than capacity. Also, as described in subsections 8.1.3 and 8.1.4, respectively, existing pedestrian volumes in the Project Area are low to moderate during both AM and PM peak periods and bicycle activity is light. Contrary to these current trends and consistent with the objectives and policies of the General Plan, stated key goals of the proposed Redevelopment Plan (Goals 3 and 4) are to create a pedestrian-oriented environment that encourages walking as the primary transportation mode within the Project Area, encourage the use of alternative modes of transportation by future area residents, workers, and visitors, and support the development of the adjacent Caltrain Bayshore station as a major multi-modal transit facility. The Plan includes a listing of associated objectives that would specifically serve to implement the General Plan transportation objectives and policies

listed above, including objectives calling for: construction of walkable streets in Redevelopment Zone 1 to facilitate easy pedestrian travel; providing multiple street level entrances to new residential and retail buildings to foster sidewalk activity; improving pedestrian safety along Bayshore Boulevard through pedestrian-oriented intersection improvements and traffic calming; encouraging development that promotes alternative travel modes; enhancing the attractiveness and safety of transit stop locations in the area; and encouraging "regional connectivity" between the Visitacion Valley area and the Baylands area of Brisbane and other areas.

The Design for Development is intended to implement the Redevelopment Plan goal of promoting the development of a pedestrian-friendly environment through a number of development controls, such as:

- Planting street trees along public streets and publicly accessible streets, mews, and alleys;
- Including corner bulb-outs at all major intersections;
- Installing pedestrian-scaled streetlights along all streets; and
- Undergrounding all utilities on new streets.

It is expected that enhancement of the pedestrian environment, particularly in Redevelopment Zone 1, will encourage increased pedestrian activity and increased use of the Muni T line light rail and Muni buses.

8.2.2 Transit-First Policy

In 1998, the San Francisco voters amended the City Charter (section 16.102) to include a Transit-First Policy. The Transit-First Policy is a set of principles which underscore the City's commitment that travel by transit, bicycle, and on foot be given priority over the private automobile. These principles are embodied in the policies and objectives of the *Transportation Element*. All City boards, commissions, and departments are required, by law, to implement transit-first principles in conducting City affairs.

The proposed Visitacion Valley redevelopment program has been formulated to implement the City's Transit-First Policy by encouraging development that promotes use of public transit. Specifically, the proposed Redevelopment Plan component of the program includes the following transit-oriented goals and objectives:

- encourage the use of alternative modes of transportation by future area residents, workers and visitors, and support the development of the Caltrain [Bayshore] station as a major multi-modal transit facility;
- encourage development that promotes the use of public transit;
- coordinate with local and regional transportation and planning agencies to facilitate rights-of-way connectivity and access to public transportation;
- enhance the attractiveness, safety and functionality of transit stop locations within the Project Area; and

- encourage new buildings on adjacent parcels to include safe pedestrian connections to the Caltrain facility.

The extension of the Muni T line along the Bayshore Boulevard median, terminating at the city/county line and southern boundary for the Project Area, has been recently completed and is now operational. In addition, the Caltrain Bayshore station has been recently relocated to its current location at the southeast corner of the Project Area (400 Tunnel Avenue). The reconstructed and enhanced new station includes a pedestrian bridge over the four tracks with stair/elevator towers on either side which directly serve the Project Area. In addition, plans are underway to further extend the Muni T line eastward from its current Bayshore Boulevard terminus at the city/county line east to connect with the relocated Caltrain Bayshore station, creating a full-service, multi-modal transit facility at the southeast corner of the Project Area.

Largely in response to these significant recent local and regional multi-modal transit improvements, the Visitacion Valley redevelopment program--including the proposed Redevelopment Plan, Design for Development and associated amendments to General Plan and Planning Code provisions--is specifically intended to encourage transit-oriented residential development along the recently completed Muni T line extension and adjacent to the Caltrain Bayshore multi-modal transit station.

8.2.3 San Francisco Bicycle Plan

The San Francisco Bicycle Plan describes a City program to provide the safe and attractive environment needed to promote bicycling as a transportation mode. An update to the Bicycle Plan was adopted by the Board of Supervisors in the spring of 2005. The updated Plan's proposed changes to citywide bicycle facilities are undergoing environmental review, with an EIR expected to be published in late 2008. The EIR is assessing a total of 56 short-term and long-term bicycle improvement projects. No changes to bicycle facilities in the Project Area vicinity are currently proposed.

8.2.4 Transit Effectiveness Project

The San Francisco Municipal Transportation Agency (SFMTA) has recently published draft recommendations from its Transit Effectiveness Project (TEP). The TEP proposals are focused on improving Muni bus and light rail lines, primarily in terms of improved on-time performance and reliability systemwide. In the Project Area vicinity, the TEP is proposing minor bus routing changes to the nearby 9-San Bruno and 9X-San Bruno Express, the extension of a new 28L-19th Avenue Limited line, and the elimination of the 56-Rutland line. These proposed changes to City transit service are only preliminary in nature, and will need to be approved with environmental review clearance prior to implementation.

8.2.5 Visitacion Valley Community Facilities and Infrastructure Fee and Fund

Planning Code sections 319 through 319.7 describe the Visitacion Valley Community Facilities and Infrastructure Fee and Fund. Currently, the fee applies to proposed residential development in Redevelopment Zone 1 (in the Project Area) and at Executive Park (not in the Project Area; see Table 5.1 in chapter 5, Land Use), and is intended to mitigate impacts from new residential development on public infrastructure in Visitacion Valley, including libraries, streets, playgrounds, recreational facilities, and community centers. The Ordinance states, "Substantial new investments in community infrastructure, including active recreational spaces,

community facilities, and other public services are necessary to mitigate the impacts of new development at these sites....The fee would be solely used to fund acquisition, design, and construction of community facilities in the Visitacion Valley neighborhood. The proposed fees only cover impacts caused by new development and are not intended to remedy already existing deficiencies...."

The fee has been set at $4.58 per square foot of new residential development. The with-Project residential growth increment in Redevelopment Zone 1 is estimated at up to 1,250 multi-family units (see Table 6.2 in chapter 6, Population and Housing, of this EIR), with an anticipated overall average size (floor area) of approximately 1,000 square feet per unit; therefore, the total Community Facilities and Infrastructure Fee associated with the Project-facilitated growth increment would be up to approximately $5,725,000 ($4.58 x 1,250 x 1,000).

8.3 IMPACTS AND MITIGATION MEASURES

8.3.1 Significance Criteria

Based on the CEQA Guidelines, the Project (the redevelopment program and the redevelopment program-facilitated growth scenario) would be considered in this EIR to have a *significant* transportation or circulation impact if it would: [1]

(a) Cause an increase in traffic that is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume-to-capacity ratio on roads, or congestion at intersections).

(b) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways;

(c) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses;

(d) Result in inadequate emergency access; or

(e) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks).

The transportation and circulation impact findings herein are also based on the following significance criteria used by the San Francisco Planning Department for the determination of impacts associated with a proposed project:

(f) Intersections: Project-related operational impacts on intersections are considered significant if project-related traffic causes the Level of Service (LOS) rating to deteriorate from LOS D or better to LOS E or F, or from LOS E to LOS F. The project may result in significant adverse impacts at intersections that operate at LOS E or F under existing conditions depending upon the magnitude of the project's contribution to the worsening of delay. In addition, the project would have a significant adverse effect if it would cause major traffic hazards, or would

[1] CEQA Guidelines, Appendix G, item XV(a, b, d, e, and g).

contribute considerably to the cumulative traffic increases that would cause the deterioration in levels of service to unacceptable levels. Unsignalized intersections are considered to operate at unsatisfactory conditions if one approach operates at LOS E or F ***and*** Caltrans-defined peak hour volume warrants for traffic-signal installation are met.

(g) Freeway Facilities: The operational impacts on freeway mainline and on-ramp locations are considered significant when project-related traffic causes the level of service to deteriorate from LOS D or better to LOS E or F, or from LOS E to LOS F. In addition, a project would have a significant effect on the environment if it would contribute substantially to congestion already at unacceptable levels, so that the peak period of congestion would be substantially lengthened.

(h) Parking: San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion (CEQA Guidelines section 15131[a]). In the experience of San Francisco transportation planners, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular would be in keeping with the City's Transit First Policy. The City's Transit First Policy established in the City's Charter (section 16.102) provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

(i) Transit: The project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in operating delay or costs such that significant adverse impacts in transit service levels could result.

(j) Pedestrian System: The project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.

(k) Bicycle System: The project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.

(l) Loading: The project would have a significant effect on the environment if it would result in a loading demand during the peak hour of loading activities that could not be accommodated

within the proposed on-site loading supply or within on-street loading zones, and if it would create potentially hazardous traffic conditions.

(m) Construction Period: Construction-related transportation and circulation impacts generally would not be considered significant due to their temporary and limited duration.

8.3.2 Project Travel Demand

(a) Methodology/Approach. The San Francisco County Transportation Authority (SFCTA) countywide travel demand forecasting model (SFCTA Model) has been used in this analysis to develop the travel forecasts for the new development that would result with the Project, including person-trips by mode (auto, transit, walk, bicycle, and additional modes) and vehicle-trips, and has been used to develop the travel forecasts for the two analyzed 2025 Project plus Cumulative scenarios.

The SFCTA Model divides San Francisco into approximately 766 geographical areas, known as Transportation Analysis Zones (TAZs). The SFCTA Model also includes zones outside the City for which data is obtained from the current Metropolitan Transportation Commission (MTC) Model. For each TAZ, the SFCTA Model estimates the travel demand based on TAZ population and employment growth assumptions, determines the origin and destination and mode of travel (auto, transit, walk and bicycle) for each trip, and assigns those trips to the transportation system (roadway network and transit lines). The SFCTA Model output is developed on a weekday daily and 3-hour AM and PM period basis.

The SFCTA Model travel demand estimates incorporate the Association of Bay Area Governments (ABAG) land use and socio-economic database and growth forecasts for the year 2025 (*Projections 2004*), which provide forecasts of economic and population growth for the County of San Francisco, as well as for the remaining eight Bay Area counties. Within San Francisco, the San Francisco Planning Department is responsible for allocating ABAG's countywide growth is forecast to each SFCTA Model TAZ, based on existing zoning and approved plans, using an area's potential zoning capacity and the anticipated extent of redevelopment of existing uses.

However, these SFCTA Model projections do not specifically include several major developments currently pending (i.e., reasonably foreseeable) in the Project vicinity. Therefore, for the purposes of this EIR and other recent individual development traffic studies in the Project vicinity, the SFCTA Model was rerun in 2007 to add the following pending development plans into the future land use forecasts (consistent with Table 5.1, Substantive Cumulative Development Pending in the Project Vicinity--November 2007):

- Visitacion Valley redevelopment program (i.e., the Project);
- Executive Park (conversion of office space to residential, neighborhood-serving commercial, and community space);
- Candlestick Point (residential, regional-serving commercial, office, and 10,000-seat arena);
- India Basin Shoreline (residential, neighborhood-serving commercial, office, and hotel);

- Hunters Point Shipyard Phase 2 (residential, neighborhood-serving commercial, office, hotel, and 69,000-seat stadium);

- Brisbane Baylands Phases 1 and 2 (residential, community- and neighborhood-serving commercial, office, R&D, light industrial, hotel/extended stay, and convention center); and

- Daly City Cow Palace (residential, community-serving commercial, office, and R&D/industrial).

The following scenarios were run with the SFCTA Model:

- Existing conditions;

- 2025 Baseline conditions, incorporating anticipated background growth to year 2025 in San Francisco and the entire Bay Area; and

- 2025 Cumulative conditions, including the additional seven Project vicinity development plans listed above.

For each anticipated future development, the estimated travel demand by mode and trip distribution patterns was obtained from the SFCTA Model. The trip generation, modal split, and trip distribution data were compared with the standard rates from the San Francisco Planning Department's *Transportation Impact Analysis Guidelines* (*SF Guidelines*) and the Institute of Transportation Engineer's *Trip Generation* manual, and post-processing of the data was conducted to ensure consistency between the various methodologies and assumptions. These refined travel demand, mode split, and trip distribution values were then used to determine the vehicle-trip generation and distribution characteristics of the Project and other anticipated future developments, as further discussed below. The new vehicle-trips associated with each development, including the Project, were then manually added to the SFCTA Model 2025 Baseline.

The Institute of Transportation Engineers relies on transportation survey data in compiling trip generation rates. Typically, most of the transportation surveys are conducted in suburban locations, rather than in relatively dense, transit-rich communities such as the Project Area. Accordingly, the travel demand projections presented herein are conservative for CEQA purposes (i.e., the distribution of person trips by mode favors vehicular use rather than use of transit or other modes).

The Project's development growth increments were aggregated into the following two Project Area geographic groupings (or redevelopment zones), consistent with the Design for Development (see Table 3.1, Project Area Growth Projections With Project, in chapter 3, Project Description, herein):

- Redevelopment Zone 1: including approximately 1,253 new residential units, 105,000 square feet of new commercial space, and 15,000 square feet of new community-serving cultural/institutional/educational space; and

- Redevelopment Zone 2, including:

- Infill development along Bayshore Boulevard--approximately 250 new residential units and 20,800 square feet of new commercial space; and

- Infill development along Leland Avenue--approximately 85 new residential units, 5,700 square feet of new commercial space, and 10,000 square feet of new community-serving space.

Table 8.8 presents the projected person trips by mode of travel (i.e., auto, transit or walk/bike) generated by the Project (i.e., the Project-facilitated growth increment) during the weekday AM and PM peak hours, as estimated from the SFCTA Model analysis. As the table indicates, approximately 70 percent of the Project-related new person-trips would be by automobile, 14 percent would be by transit, and 16 percent would be walking, biking, or other modes.

As shown on Table 8.8, the projected mode split is generally 70 percent auto, 14 percent transit, and 16 percent other. These projections are consistent with the current low ridership on the Muni T line and buses, low pedestrian volumes on streets in the area, and light bicycle activity, as discussed in subsections 8.1.2, 8.1.3, and 8.1.4, respectively, of this chapter. As described in section 8.2.1, both the Redevelopment Plan and the Design for Development are intended to improve the pedestrian environment with development controls that would encourage alternative modes of travel. It is expected that the actual mode split with Project implementation would shift from predominantly auto to transit and other modes.

Table 8.9 presents the weekday daily and peak hour vehicle-trips generated by the Project. Overall, the Project would generate approximately 13,173 vehicle-trips on a weekday daily basis, including 1,660 vehicle-trips during the AM peak hour and 1,685 vehicle-trips during the PM peak hour. Of these totals, Redevelopment Zone 1 would generate approximately 80 percent of daily and peak hour vehicle-trips, while Redevelopment Zone 2 (Leland and Bayshore infill areas) would generate approximately 20 percent.

8.3.3 Trip Distribution

To estimate the distribution of the new trips that would be generated with the Project, the anticipated origin and destination of each trip was obtained from the SFCTA Model, on a TAZ by TAZ basis. This data has been aggregated by the SFTCA-designated 15 planning neighborhoods and San Francisco Planning Department's standard geographical regions. As shown in Table 8.10, it has been estimated that about 61 percent of the new trips generated by the Project would be within San Francisco and about 39 percent to and from other regions. Overall, the majority of the trips would occur within the southeast area of San Francisco (37.1 percent) and to and from the Peninsula/South Bay (33.5 percent).

The Project-generated vehicular trips to and from the Project Area were assigned to the local and regional roadway network based on the most-direct local and regional access routes. Based on the projected trip distribution breakdown in Table 8.10, approximately 59 percent of the added vehicular traffic generated by the Project would enter and exit the Project Area to the north (i.e., onto northbound Bayshore Boulevard), 34 percent would enter and exit to the south (i.e., onto southbound Bayshore Boulevard), and 7 percent would enter and exit to and from points west of Bayshore Boulevard. As a result, there would be a concentration of Project-generated traffic activity at study intersections to the north of the Project Area, along Bayshore

Table 8.8
PROJECT TRAVEL DEMAND PROJECTION: PERSON TRIPS BY TRAVEL MODE

	AM Peak Hour			PM Peak Hour			Daily Trips		
Project	Auto	Transit	Other	Auto	Transit	Other	Auto	Transit	Other
Redevelopment Zone 1	1,762	347	391	1,762	347	391	13,850	2,731	3,074
Redevelopment Zone 2	451	86	118	486	93	127	3,720	706	972
Totals	2,213	433	509	2,248	440	518	17,570	3,437	4,046

SOURCE: DMJM Harris/AECOM, 2007

Note: "Other" includes walk, bike, and additional modes

Table 8.9
PROJECT-GENERATED VEHICULAR TRIPS

Project	AM Peak Hour	PM Peak Hour	Daily
Redevelopment Zone 1	1,331	1,331	10,461
Redevelopment Zone 2	329	354	2,712
Totals	1,660	1,685	13,173

SOURCE: DMJM Harris/AECOM, 2007

Table 8.10
PROJECTED TRIP DISTRIBUTION

Origin/Destination	Percentage of Weekday Daily, AM and PM Peak Hour Trips
Northeast San Francisco	10.9%
Northwest San Francisco	6.6%
Southeast San Francisco	37.1%
Southwest San Francisco	6.5%
East Bay	4.7%
North Bay	0.7%
South Bay	33.5%
Total	100.0%

SOURCE: DMJM Harris/AECOM, 2007

Boulevard and at the Harney Way and Alana Way/Beatty Avenue ramps. Resulting peak hour operational impacts on the local and regional roadway network are described beginning with Table 8.11 (Existing plus Project Intersection Level of Service Conditions) and subsection 8.3.5 (Roadway System Impacts).

8.3.4 Intersection Operation

Projected intersection turning movement volumes for Existing plus Project conditions at the ten study intersections during the weekday AM and PM peak hours are described in the *Traffic Analysis Appendix*. The results of the associated intersection LOS computations are presented in Table 8.11 (the detailed LOS calculation sheets for each study intersection are presented in the *Traffic Analysis Appendix*).

8.3.5 Roadway System Impacts

Impact 8-1: Existing Plus Project Impacts on Intersection Operation. Projected intersection turning movement volumes under Existing plus Project conditions would cause significant deterioration in levels of service at the following local intersections during typical weekday peak hours:

Weekday AM peak hour:
- Bayshore Boulevard/Blanken Avenue (LOS B to LOS F),
- Bayshore Boulevard/Leland Avenue (LOS C to LOS F),
- Bayshore Boulevard/Visitacion Avenue (LOS C to LOS F),
- Bayshore Boulevard/Sunnydale Avenue (LOS C to LOS F), and
- Tunnel Avenue/Blanken Avenue (LOS B to LOS F).

Weekday PM peak hour:
- Bayshore Boulevard/Arleta Avenue/San Bruno (LOS C to LOS F), and
- Bayshore Boulevard/Leland Avenue (LOS C to LOS F).

These intersection LOS changes would represent a ***potentially significant impact*** (see criteria [a], [b], and [f] in subsection 8.3.1, "Significance Criteria," above).

Future vehicular traffic coming in and out of Redevelopment Zone 1 would make use of the three proposed access points along Bayshore Boulevard--one each at Leland Avenue, Visitacion Avenue and Sunnydale Avenue. Vehicular traffic to and from Zone 1 has been distributed to these three Bayshore Boulevard access points based on the Design for Development-proposed land use layout and internal circulation system. Southbound left-turn pockets already exist at the intersections of Bayshore Boulevard/Visitacion Avenue and Bayshore Boulevard/Sunnydale Avenue. Both are approximately 100 feet long. As part of the Project, a new, third southbound left-turn pocket would be established at the intersection of Bayshore Boulevard/Leland Avenue to provide additional access into Zone 1. This pocket would also be approximately 100 feet long, and would require the removal of on-street

Table 8.11
EXISTING PLUS PROJECT INTERSECTION LEVEL OF SERVICE CONDITIONS

		Weekday AM Peak Hour				Weekday PM Peak Hour			
		Existing		Existing plus Project		Existing		Existing plus Project	
Intersection		LOS	Delay[a]	LOS	Delay[a]	LOS	Delay[a]	LOS	Delay[a]
1	Bayshore Boulevard/ Tunnel Avenue	B	16.2	B	17.7	B	15.6	B	16.3
2	Bayshore Boulevard/ Blanken Avenue	B	14.7	**F**	**>80.0**	B	14.1	C	34
3	Bayshore Boulevard/ Arleta Avenue/San Bruno Avenue	C	25.7	D	51.9	C	25.4	**F**	**>80.0**
4	Bayshore Boulevard/ Leland Avenue	C	31.3	**F**	**>80.0**	C	28.4	**F**	**>80.0**
5	Bayshore Boulevard/ Visitacion Avenue	C	21.3	**F**	**>80.0**	B	18.1	D	41.8
6	Bayshore Boulevard/ Sunnydale Avenue	C	23.9	**F**	**>80.0**	C	23.6	D	46.9
7	Leland Avenue/ Rutland Street	A (eb)	8.9	A (eb)	9.6	A (wb)	8.7	B (wb)	10.1
8	Tunnel Avenue/ Blanken Avenue	B (eb)	11.9	**F (eb)[d]**	**>50.0**	A (wb)	9.7	C (nb)	22.5
9	Alana Way/Beatty Avenue	B (eb)	12.9	F (eb)[e]	>50.0	B (sb)	10.2	C (eb)	17.9
10	Alana Way/Harney Way/Thomas Mellon Drive	B (wb)	13.4	C (wb)	16.1	B (wb)	12	C (wb)	21.4

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Delay in Seconds per vehicle.
b) AWSC – All Way Stop Controlled (LOS and delay is reported for the worst approach).
c) TWSC – Two Way Stop Controlled (LOS and delay is reported for the worst approach).
d) Meets criteria for peak hour signal warrant; therefore considered to be unacceptable.
e) Does not meet criteria for peak hour signal warrant; therefore considered to be acceptable.
Bold indicates unacceptable conditions.

parking spaces along the west side of Bayshore Boulevard between Raymond and Leland Avenues. For the infill development in Redevelopment Zone 2 along Bayshore Boulevard and Leland Avenue, direct access would be provided via those roadways.

As indicated in Table 8.11, the with-Project traffic volume condition would result in a *potentially significant impact* on the following study intersections: 2 -- Bayshore/Blanken (AM peak hour), 3 -- Bayshore/Arleta/San Bruno (PM peak hour), 4 -- Bayshore/Leland (AM and PM peak hours), 5 -- Bayshore/Visitacion (AM Peak Hour), 6 -- Bayshore/Sunnydale (AM peak hour), and 8 -- Tunnel/Blanken (AM peak hour).

It should be noted that although the worst approach at the unsignalized Alana Way/Beatty Avenue intersection is projected to operate at LOS F during the weekday AM Peak hour under this scenario, the conditions would not meet Caltrans' peak hour signal warrants (see Table 8.11, footnote [e]). This intersection would therefore be considered to still operate with acceptable conditions and the Project impact would be *less-than-significant* (see criterion [f] in subsection 8.3.1, "Significance Criteria," above).

In addition to these intersection operational (LOS and signal warrant) impacts, the proposed southbound left-turn pocket at Bayshore Boulevard/Leland Avenue into Redevelopment Zone 1 would result in a potentially significant impact to traffic (queuing), transit, and bicycle operations along southbound Bayshore Boulevard. To install this left-turn pocket, the existing on-street bicycle lane and parking lane would need to be eliminated, which would provide sufficient space for three narrow travel lanes (two through lanes and the left-turn pocket). These narrow lanes could lead to localized congestion, and the new left-turn crossing of the Muni T line would lead to the potential for additional delays to train operations. In addition, the elimination of a portion of the bicycle lane would severely affect bicycle circulation in the area. These intersection left-turn pocket impacts and associated mitigation needs are addressed herein under *Impact 8-3 (Project Queuing Impacts at Redevelopment Zone 1 Access Points)*, *Impact 8-9 (Project Impacts on Transit Service)*, and *Impact 8-10 (Project Impacts on Bicycle Conditions)*.

The Existing plus Project intersection LOS conditions (impacts) are summarized in Table 8.11, and the effectiveness of the mitigations described below is indicated in Table 8.12.

Table 8.12
MITIGATED EXISTING PLUS PROJECT INTERSECTION LEVEL OF SERVICE CONDITIONS

Intersection		Traffic Control	Weekday AM Peak Hour LOS	Weekday AM Peak Hour Delay[a]	Weekday PM Peak Hour LOS	Weekday PM Peak Hour Delay[a]
2	Bayshore Boulevard/Blanken Avenue	Signalized	**F**	**>80.0**	C	32.8
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	Signalized	D	49.6	**F**	**>80.0**
4	Bayshore Boulevard/Leland Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
5	Bayshore Boulevard/ Visitacion Avenue	Signalized	D	54.7	D	40.4
6	Bayshore Boulevard/ Sunnydale Avenue	Signalized	C	34.7	D	37.9
8	Tunnel Avenue/Blanken Avenue	Signalized	C	31.1	C	22.7

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Delay in Seconds per vehicle.
Bold indicates unacceptable conditions.

Mitigation 8-1A: Incorporate the following intersection improvement measures into the Project to reduce impacts on vehicular movement:

- *Bayshore Boulevard/Blanken Avenue:* Restripe the westbound approach to create two additional lanes: an added exclusive left-turn and an added right-turn lane. Coordinate associated traffic-light phasing, signage, pedestrian crosswalk lights, and/or other traffic calming means to assist pedestrians using the Muni T platform on Bayshore Boulevard near Blanken Avenue.

  Currently, Blanken Avenue is approximately 40 feet wide at the westbound approach, with one travel lane in each direction and no on-street parking. It would therefore be possible to restripe the westbound approach as proposed to provide three lanes, one eastbound and two westbound.

- *Bayshore Boulevard/Arleta Avenue/San Bruno Avenue:* Modify signal timing by shifting 6 seconds of green time from the northbound left-turn movement to the southbound through movement as the delays associated with the southbound through movement are considerably higher than the delay associated with northbound left-turn movement.

  This change could add delays to the 9 – San Bruno bus line, which turns from northbound Bayshore Boulevard to San Bruno Avenue.

- *Bayshore Boulevard/Leland Avenue:* Restripe the existing Leland Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane.

  The existing Leland Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It would therefore be *possible* to restripe the connection to provide three travel lanes--two eastbound and one westbound, with the removal of two on-street parking spaces on both sides of the street. This change may conflict with the *Leland Avenue Street Design Project*, which proposes to remove parking on the north side of the street and shift the travel lanes to the south.

  A new Leland Avenue connection to the east side of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development.

(continued)

Mitigation 8-1A (continued):

- *Bayshore Boulevard/Visitacion Avenue:* Restripe the existing Visitacion Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane.

  The existing Visitacion Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It is possible to restripe the connection to provide three travel lanes--two eastbound and one westbound, by shifting the Muni bus stop farther down and removing two on-street parking spaces on the south side. This change may result in safety concerns for through vehicular traffic (turning lane queue interference), as well as conflicts with operation of the Muni 9X and 9AX bus lines. Buses need to make wide turns from southbound Bayshore Boulevard to westbound Visitacion Avenue, and therefore, with the restriping, buses would need to cross the relocated center line of the street. If queues were present at the eastbound approach to Bayshore Boulevard, buses making this right-turn would be delayed, and the configuration would result in safety concerns for vehicles. These secondary impacts associated with these striping changes and associated additional secondary mitigation needs are addressed herein under *Impact 8-3 (Project Queuing Impacts on Redevelopment Zone 1 Access Points)* and *Impact 8-9 (Project Impacts on Transit Service)*.

  A new Visitacion Avenue connection to the eastside of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development.

- *Bayshore Boulevard/Sunnydale Avenue:* Restripe the existing Sunnydale Avenue connection to the west side of Bayshore Boulevard (now two travel lanes--one eastbound and one westbound) to create three lanes--one shared left-through eastbound lane, one exclusive right-turn eastbound lane, and one westbound through lane.

The existing Sunnydale Avenue connection to the west side of Bayshore Boulevard is approximately 40 feet wide curb-to-curb, with one travel lane in each direction and on-street parking on both sides of the street. It would therefore be possible to restripe the connection to provide three travel lanes--two eastbound and one westbound, by removal of two on-street parking spaces on both sides of the street. This change may conflict with operations of the Muni 9 bus line. Buses need to make wide turns from southbound Bayshore Boulevard to westbound Sunnydale Avenue,

(continued)

Mitigation 8-1A (continued):

and therefore with the restriping, buses would need to cross the relocated center line of the street. If queues were present at the eastbound approach to Bayshore Boulevard, buses making this right-turn would be delayed, and the configuration would result in safety concerns for vehicles. These secondary impacts associated with these striping changes and associated additional secondary mitigation needs are addressed herein under *Impact 8-3 (Project Queuing Impacts on Redevelopment Zone 1 Access Points)* and *Impact 8-9 (Project Impacts on Transit Service)*.

A new Sunnydale Avenue connection to the east side of Bayshore, creating a four-way intersection, would be implemented with the proposed Design for Development.

- *Tunnel Avenue/Blanken Avenue:* Signalize this intersection. As indicated in Table 8.11, this intersection meets the criteria for the Caltrans peak hour signal warrant under Existing plus Project conditions.

Implementation of the mitigation measures listed above, if they were feasible, would reduce the seven listed weekday peak hour Project impacts on intersection operations to less-than-significant levels, with the exception of the following four impacts which would remain at LOS F:

- Bayshore Boulevard/Blanken Avenue (weekday AM peak hour),
- Bayshore Boulevard/Arleta Avenue/San Bruno Avenue (weekday PM peak hour), and
- Bayshore Boulevard/Leland Avenue (weekday AM and PM peak hours).

For these four remaining impacts, the following two additional more substantial mitigation alternatives have been investigated: (1) establishment of an internal connection from Redevelopment Zone 1 to the east side of the Bayshore Boulevard/ Geneva Avenue intersection; or (2) construction of a bridge from Zone 1 over the Caltrain right-of-way to Tunnel Avenue. Without one of these connections, all vehicles traveling between Zone 1 and the nearby U.S. 101 ramps at Harney Way and Beatty Avenue/Alana Way would need to travel through the intersections of Alana/Beatty, Bayshore/Blanken, Bayshore/Arleta/San Bruno, and Bayshore/Leland. Either connection would serve to reduce the amount of Project traffic on Bayshore Boulevard by providing more direct access for vehicles destined to and from Redevelopment Zone 1. Nevertheless, these four remaining weekday peak hour LOS impacts would remain unacceptable (i.e., at LOS F) with either of these

(continued)

Mitigation 8-1A (continued):

additional connections. Therefore, with or without these added measures, the Project is considered to have a ***significant unavoidable impact*** at these three Bayshore Boulevard intersections.

In addition, as discussed above, implementation of the mitigation measures at Bayshore Boulevard/Arleta Avenue/San Bruno Avenue, Bayshore Boulevard/Leland Avenue, Bayshore Boulevard/Visitacion Avenue, and Bayshore Boulevard/Sunnydale Avenue, would result in potential significant secondary impacts to traffic operations, transit operations, on-street parking supply, and pedestrian conditions. Also, these mitigations conflict with General Plan objectives and policies and Project goals discussed in section 8.2 (Regulatory Framework) of this EIR chapter. Therefore, the Project impacts at two additional Bayshore Boulevard intersections, Bayshore Boulevard/Visitacion Avenue and Bayshore Boulevard/Sunnydale Avenue, are also considered to be ***significant and unavoidable.***

In conclusion, only the Project impact at the intersection of Tunnel Avenue/Blanken Avenue would be reduced to a ***less-than-significant level*** with implementation of the associated mitigation described above (sixth "bullet").

Mitigation 8-1B: As an alternative measure to reduce the Project impact listed above on the Bayshore Boulevard/Leland Avenue intersection (weekday AM and PM peak hours), incorporate the following changes into the Project:

- *Bayshore Boulevard/Leland Avenue southbound left-turn:* Eliminate the proposed left-turn from southbound Bayshore Boulevard into Redevelopment Zone 1 at Leland Avenue.

Implementation of this measure would eliminate the identified potential significant impacts at this intersection to traffic, transit and bicycle conditions (see associated *Impact 8-10, Project Impacts on Bicycle Conditions*, herein)--i.e., would reduce the Project impact at *this location* to a ***less-than-significant level***. However, removal of this left-turn location would have a *significant secondary impact*, forcing Project vehicular traffic to utilize the left-turn locations at Visitacion and Sunnydale Avenues, which would exacerbate anticipated queuing impacts at these two remaining left-turn locations (see *Impact 8-3, Project Queuing Impacts*, herein).

Mitigation 8-1C: In addition to Mitigation 8-1A or 8-1B, to reduce all of the Project impacts listed above, incorporate the following improvements into the Project:

Implement a Transportation Management Plan for Redevelopment Zone 1. To reduce the amount of auto use and auto ownership rates, and thereby reduce the traffic impacts of Zone 1 development, future applicants for developments in Zone 1 shall prepare, fund, and implement project-specific Transportation Management Plans (TMP). The TMPs could include the following elements:

- Identification of a transportation coordinator,
- Establishment of a resident website,
- Carpool match services,
- Carshare hubs,
- Real-time transit information,
- Reduced fee transit pass program,
- Parking supply reductions,
- Unbundled parking supply, and/or
- Metered/paid parking.

Also see similar measures in *Mitigation 9-2* (chapter 9, Air Quality) of this EIR.

After the first phase of Zone 1 development of 450 residential units, the Project will conduct a follow-up analysis of the Bayshore Boulevard corridor and the Tunnel/Blanken intersection. This analysis will revisit the status of neighboring projects, account for any shifts in travel patterns, mode share, and transit service (as described in subsection 8.2.4) within the Project Area, and reconsider the range of mitigations available for travel on Bayshore Boulevard, Tunnel Avenue, Blanken Avenue, and affected intersections--including revised signal phasing, pedestrian improvements, and/or traffic calming measures. This future study may provide opportunities to revise TMP elements and explore additional mitigation options based on revised information regarding Cumulative conditions.

While implementation of this measure would reduce Project impacts on the adjacent intersections and roadways to an unspecified but limited degree, the Project impacts listed above as significant and unavoidable would remain ***significant and unavoidable***.

Impact 8-2: Existing Plus Project Impacts on Freeway Segment Operation. Projected Existing plus Project traffic volume increases in the weekday peak hours would result in significant deterioration in levels of service on the following two freeway segments:

Weekday AM peak hour:

- U.S. 101 between I-280 and Third/Bayshore--northbound (LOS D to LOS E); and
- U.S. 101 between Sierra Point Parkway and I-380--northbound (LOS D to LOS E).

These weekday peak hour freeway segment LOS changes would represent a ***potentially significant impact*** (see criteria [a], [b], and [g] in subsection 8.3.1, "Significance Criteria," above).

Table 8.13 presents the results of the freeway segment analysis conducted for the Existing plus Project weekday AM and PM peak hour scenario (the corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*, available for review at the San Francisco Redevelopment Agency and at the Planning Department of the City and County of San Francisco).

Mitigation 8-2: Due to freeway geometry and space constraints at these two locations, there are no feasible mitigation measures that could be implemented to reduce the Project's LOS impacts to less-than-significant levels. Implementation of *Mitigation 8-1C (individual project Transportation Management Plans)* would decrease the number of vehicle trips generated by the Project and reduce the impacts to the study freeway segments, but not to a less-than-significant level. Therefore, the Project would have a ***significant unavoidable impact*** on these two freeway segments.

Existing Plus Project Impacts on Freeway On-Ramp Operation. Table 8.14 presents the results of the freeway on-ramp junction analysis conducted for Existing plus Project weekday AM and PM peak hour conditions (the corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*). The table indicates that all of the study freeway on-ramp junctions would continue to operate at acceptable LOS during both weekday peak hours with the addition of Project-generated traffic except the U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way, which would operate at an unacceptable condition (LOS F) during the AM peak hour. However, since this on-ramp was determined to already operate at LOS F under Existing conditions, and the Project would not contribute substantially to congestion so as to substantially lengthen existing weekday peak period congestion, this Project effect on local freeway on-ramp operation would be ***less-than-significant*** (see criterion [g] in subsection 8.3.1, "Significance Criteria," above).

Mitigation. No significant environmental impact has been identified; no mitigation is required.

Table 8.13
EXISTING PLUS PROJECT FREEWAY SEGMENT LEVEL OF SERVICE CONDITIONS

Location	Direction[a]	Weekday AM Peak Hour				Weekday PM Peak Hour			
		Existing		Existing plus Project		Existing		Existing plus Project	
		LOS[b]	Density[c]	LOS[b]	Density[c]	LOS[b]	Density[c]	LOS[b]	Density[c]
1 U.S. 101 between I-280 and Third Street/Bayshore Boulevard	NB	D	33.0	**E**	**35.9**	**E**	**38.4**	**E**	**40.3**
	SB	**E**	**39.5**	**E**	**41.1**	D	31.5	D	33.6
2 U.S. 101 between Sierra Point Parkway and I-380	NB	D	33.9	**E**	**35.7**	**F**	**>45.0**	**F**	**>45.0**
	SB	**F**	**>45.0**	**F**	**>45.0**	**E**	**38.6**	**E**	**42.6**

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) NB = Northbound; SB = Southbound.
b) LOS = Level of Service.
c) Density presented in pc/mi/ln (passenger cars per mile per lane).
Bold indicates unacceptable conditions.

Table 8.14
EXISTING PLUS PROJECT FREEWAY ON-RAMP LEVEL OF SERVICE CONDITIONS

Location	Weekday AM Peak Hour				Weekday PM Peak Hour			
	Existing		Existing plus Project		Existing		Existing plus Project	
	LOS[a]	Density[b]	LOS[a]	Density[b]	LOS[a]	Density[b]	LOS[a]	Density[b]
1 U.S. 101 NB on-ramp from Bayshore Boulevard/Third Street	C	21.7	C	22.7	C	22.8	C	23
2 U.S. 101 NB on-ramp from Harney Way	C	26.3	C	25.3	D	28.8	D	28.8
3 U.S. 101 SB on-ramp from Beatty Avenue/Alana Way	**F**	**N/A**	**F**	**N/A**	C	26.3	C	26

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) LOS = Level of Service.
b) Density presented in pc/mi/ln (passenger cards per mile per lane).
N/A indicates oversaturated conditions (demand exceeds capacity).
Bold indicates unacceptable conditions.

Impact 8-3: Project Queuing Impacts at Redevelopment Zone 1 Access Points. Under the proposed Design for Development, access to Redevelopment Zone 1 would be provided from Bayshore Boulevard via the three intersections at Leland Avenue, Visitacion Avenue, and Sunnydale Avenue. The existing southbound left-turn pocket length at the Bayshore Boulevard/Visitacion Avenue and Bayshore Boulevard/Sunnydale Avenue intersections is 100 feet. The Design for Development proposes introduction of a similar southbound left-turn pocket of 100 feet at the Bayshore Boulevard/Leland Avenue intersection. A queuing analysis performed for this EIR to evaluate the adequacy of these existing and added southbound left-turn pocket lengths indicates that:

- *AM Peak Hour:* The average southbound left-turn queue that would occur at each intersection could be accommodated within the 100-foot left-turn pocket lengths, but the maximum queue length could not be accommodated at the Bayshore Boulevard/Visitacion Avenue or Bayshore Boulevard/Sunnydale Avenue intersections.

- *PM Peak Hour:* The average southbound left-turn queue could not be accommodated within the Bayshore Boulevard/Visitacion Avenue or Bayshore Boulevard/Sunnydale Avenue left-turn pockets, and the maximum queue length could not be accommodated within the left-turn pockets at all three intersections.

Under these with-Project AM peak hour maximum queue length conditions and PM peak hour average and maximum queue length conditions, queues waiting to turn left might not be fully contained within the existing and proposed left-turn pockets. These queues would extend into the adjacent southbound travel lane, affecting through-traffic operations along southbound Bayshore Boulevard, and resulting in significant delays to vehicular and transit traffic. These possible Project-related queuing effects on local roadway and transit operations would represent a ***potentially significant impact*** (see criteria [a], [f], and [i] in subsection 8.3.1, "Significance Criteria," above).

Two types of queue length measurements have been estimated: the average queue and the 95th percentile queue. The average queue represents the length of the queue that would form if vehicles arrived at the intersection at an average, constant rate. The 95th percentile queue represents the theoretical maximum queue length and accounts for the actual, non-constant intersection arrival rates of vehicles. The typical turn pocket design standard is to have a pocket of sufficient length to accommodate the 95th percentile queue. The with-Project queuing analysis results are presented in Table 8.15.

Table 8.15
REDEVELOPMENT ZONE 1 ACCESS POINTS: QUEUING ANALYSIS (EXISTING PLUS PROJECT CONDITIONS)

Location	SB Left Turn Pocket Length (ft)	Weekday AM Peak Hour			Weekday PM Peak Hour		
		No. of Cars	Avg. Queue (ft)	Max. Queue (ft)	No. of Cars	Avg. Queue (ft)	Max. Queue (ft)
Bayshore Boulevard/ Leland Avenue	100[a]	73	46	93	155	104	231
Bayshore Boulevard/ Visitacion Avenue	100[b]	118	82	177	259	267	430
Bayshore Boulevard/ Sunnydale Avenue	100[b]	102	66	135	218	189	339

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Proposed
b) Existing

Mitigation 8-3: Implementation of *Mitigation 8-1C (Transportation Management Plan)* would help decrease the number of vehicle trips generated by the Project and reduce the potential for queuing at these Bayshore Boulevard left-turn pockets, but not to a less-than-significant level.

Extend the southbound left-turn pocket lengths at all three Redevelopment Zone 1 access intersections along Bayshore Boulevard. At Sunnydale Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended an additional 100 feet through removal of the existing bicycle lane. At Visitacion Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended by an additional 80 feet by relocating the Muni bus stop currently located at the south side of the Bayshore Boulevard/Leland Avenue intersection to a new location one block south on the south side of the Bayshore Boulevard/Visitacion Avenue intersection. At Leland Avenue, the southbound Bayshore Boulevard left-turn pocket could be extended by an additional 40 feet through elimination of existing on-street parking spaces and removal of portions of the bicycle lane.

Although these 100-foot left-turn pocket extensions could accommodate projected with-Project average queues that could develop during the weekday AM and PM peak hours and with-Project maximum queues that could develop in the weekday AM peak hour, they would not be sufficient to accommodate maximum queues in the weekday PM peak hour. During the weekday PM peak hour, projected with-Project maximum queue lengths would still spill into the southbound Bayshore Boulevard regular travel lanes.

In addition, full implementation of each of these left-turn pocket extension measures could potentially result in significant secondary impacts to Muni bus operations (with the relocation of the bus stop), bicycle operations (with the elimination of portions of the southbound bicycle lane, which directly conflicts with the San Francisco Bicycle Plan and *Mitigation 8-1C* discussed in this chapter; also see *Impact 8-10* herein), and parking (with the elimination of on-street parking spaces on Bayshore Boulevard). Therefore, these left-turn pocket extension measures are considered infeasible as they would create their own potentially significant impacts, and the Project's Bayshore Boulevard southbound access queuing impacts are considered to be ***significant and unavoidable.***

Impact 8-4: 2025 Cumulative Impacts on Intersection Operation. Projected intersection turning movement volumes under 2025 Cumulative conditions (background traffic growth plus buildout of the Project Area, Executive Park, Candlestick Point, India Basin Shoreline, Hunters Point Shipyard Phase 2, Brisbane Baylands Phases 1 and 2, and Daly City [Cow Palace] developments) would cause significant deterioration in levels of service at a number of local intersections during weekday peak hours. The Project would generate between approximately 8 and 28 percent of the projected cumulative growth in traffic volumes between Existing and 2025 Cumulative conditions in the weekday AM peak hour, and between 10 and 33 percent in the weekday PM peak hour, at the following intersections:

Weekday AM peak hour:

- Bayshore Boulevard/Tunnel Avenue (LOS B to LOS E);

Weekday PM peak hour:

- Bayshore Boulevard/Blanken Avenue (LOS B to LOS F),
- Bayshore Boulevard/Arleta Avenue/San Bruno (LOS C to LOS F),
- Bayshore Boulevard/Leland Avenue (LOS C to LOS F),
- Bayshore Boulevard/Visitacion Avenue (LOS B to LOS F),
- Bayshore Boulevard/Sunnydale Avenue (LOS C to LOS F),
- Tunnel Avenue/Blanken Avenue (LOS A to LOS F), and
- Alana Way/Beatty Avenue (LOS B to LOS F).

These anticipated Project contributions to projected cumulative intersection operational impacts would be considerable and would represent a ***significant impact*** (see criteria [a], [b], and [f] under subsection 8.3.1, "Significance Criteria," above).

(a) 2025 Cumulative Scenario Assumptions. As discussed in subsection 8.3.2 herein, anticipated cumulative new development in the vicinity of the Project Area includes, in addition to the Project, developments at the Executive Park, Candlestick Point, India Basin Shoreline and Hunters Point Shipyard Phase 2 sites, and developments in the adjacent communities of Brisbane (Baylands Phases 1 and 2) and Daly City (Cow Palace).

Since the SFCTA Model was developed as a tool to forecast future traffic volumes on major regional traffic facilities and major local streets, and not to forecast turning movements at individual intersections or freeway ramps, post-processing of the SFCTA Model output has been conducted to develop the turning movement data required to determine intersection and ramp operating conditions. To develop 2025 Cumulative turning movement volumes at the study intersections, freeway ramps, and freeway mainline locations, the percentage increase in traffic volumes between the 2005 Base and 2025 Baseline model scenarios has been determined for each street serving the Project Area. These growth increases have then been assigned to the study intersection turning movements (e.g., eastbound left-turn, through, and right-turn) based on the existing turning movement counts, and to the study freeway ramp and freeway segment volumes based on the existing hourly volumes. The traffic volumes

associated with each of the anticipated future cumulative developments were then manually added to the 2025 Baseline volumes to develop the projected 2025 Cumulative volumes for each study intersection, freeway on-ramp, and freeway segment.

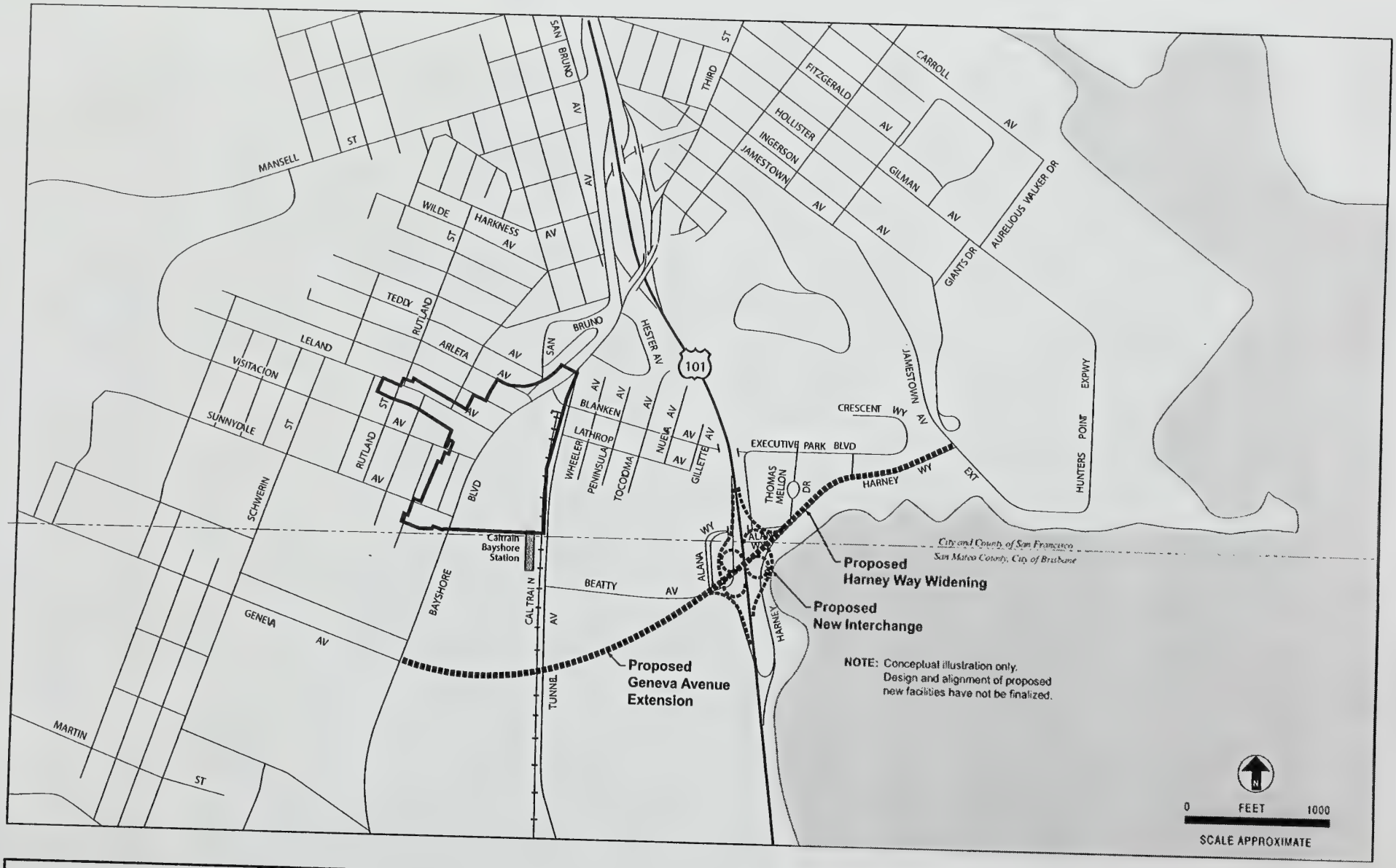
As part of some of these cumulative developments, changes to the local and regional roadway network have been proposed. However, only the proposed changes associated with the Executive Park project are fully funded and able to be implemented without requiring approvals from numerous city, county, and state agencies. Therefore, only the proposed Executive Park roadway network improvements have been assumed in this EIR as part of the 2025 Cumulative scenario--the other planned improvements have been assessed separately in an additional "with Planned Roadway Improvements" scenario (see Impacts 8-7 through 8-9 herein). With the Executive Park project, the current intersection of Alana Way/Harney Way/Thomas Mellon Drive would be spilt into two intersections: Alana Way/Harney Way and Thomas Mellon Drive/Harney Way. This intersection reconfiguration is depicted in Figure 8.4.

(b) 2025 Cumulative Intersection Analysis. Based on the projected cumulative turning movement volumes and planned new intersection geometry, a 2025 cumulative LOS analysis has been performed for all study intersections for the weekday AM and PM peak hours. The results of the analysis are presented in Table 8.16 (the corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*).

As indicated in Table 8.16, all study intersections except Leland Avenue/Rutland Street and Thomas Mellon Drive/Alana Way would operate at unacceptable levels of service (LOS E or F) during either the weekday AM or PM peak hours.

(c) Project Contribution to 2025 Cumulative Roadway System Impacts. In order to assess the relative significance of the Project-generated contribution to 2025 Cumulative conditions (both without and with the planned regional roadway improvements), two calculations of the relative Project contribution were performed: the Project-generated traffic as a percent of the total cumulative traffic volumes, and the Project-generated traffic as a percent of the increase in traffic volumes between Existing and 2025 Cumulative conditions. The percent Project contributions to impacts at the study intersections, freeway segments, and on-ramps, for the weekday AM and PM peak hours, are presented in Tables 8.17 and 8.18, respectively. As shown in the tables, under 2025 Cumulative conditions, the Project would generate up to approximately 19.4 percent of the total volume at the analysis locations and up to 33.6 percent of the growth in traffic between Existing and 2025 Cumulative conditions in the weekday AM peak hour, and up to 21.6 percent of the total volume and 32.8 percent of the growth in volumes in the weekday PM peak hour. Under the 2025 Cumulative with Regional Improvements conditions, the Project would generate up to 36.6 percent of the total volume at the analysis locations and over 100 percent of the growth in traffic between Existing and 2025 Cumulative with Regional Improvements conditions in the weekday AM peak hour, and up to 39.3 percent of the total volume and over 100 percent of the growth in volumes in the weekday PM peak hour. (The Project contribution would be greater than 100 percent since some background volumes would decrease due to the rerouting of traffic with the regional transportation improvements.)

The Project's 0.0 to 0.1 percent contribution to 2025 cumulative growth at the Thomas Mellon Drive/Harney Way intersection (Tables 8.17 and 8.18, intersection #11), as well as the



SOURCE: DMJM Harris | AECOM

Figure 8.4

ANTICIPATED 2025 ROADWAY NETWORK IMPROVEMENTS

Table 8.16
2025 CUMULATIVE INTERSECTION LEVEL OF SERVICE CONDITIONS

	Intersection	Traffic Control	Weekday AM Peak Hour LOS	Weekday AM Peak Hour Delay[a]	Weekday PM Peak Hour LOS	Weekday PM Peak Hour Delay[a]
1	Bayshore Boulevard/Tunnel Avenue	Signalized	**E**	**77.6**	D	52.8
2	Bayshore Boulevard/Blanken Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
4	Bayshore Boulevard/Leland Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
5	Bayshore Boulevard/ Visitacion Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
6	Bayshore Boulevard/ Sunnydale Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
7	Leland Avenue/Rutland Street	AWSC[b]	C (wb)	16.2	B (wb)	14.4
8	Tunnel Avenue/Blanken Avenue	AWSC[b]	**F (eb)[c]**	**>50.0**	**F (eb)[c]**	**>50.0**
9	Alana Way/Beatty Avenue	AWSC[b]	**F (eb)[c]**	**>50.0**	**F (eb)[c]**	**>50.0**
11	Thomas Mellon Drive/Harney Way	Signalized	C	24.1	C	22.8
12	Harney Way/Alana Way	Signalized	**F**	**>80.0**	**F**	**>80.0**

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Delay in Seconds per vehicle.
b) AWSC – All Way Stop Controlled (Delay is reported for the worst approach).
c) Meets criteria for peak hour signal warrant; therefore considered to be unacceptable.
Bold indicates unacceptable conditions.

Table 8.17
PROJECT'S CONTRIBUTION TO 2025 CUMULATIVE CONDITIONS--WEEKDAY AM PEAK HOUR

	Location	Contribution to 2025 Cumulative Volumes[a]	Contribution to 2025 Cumulative Growth[b]	Contribution to 2025 Cumulative with Regional Improvements Volumes	Contribution to 2025 Cumulative with Regional Improvements Growth
U.S. 101 segments:					
1	Between I-280 and Third Street/Bayshore Boulevard	**2.7%**	**14.0%**	**2.7%**	**13.8%**
2	Between Sierra Point Parkway and I-380	**4.4%**	**14.2%**	**4.3%**	**13.8%**
U.S. 101 on-ramps:					
1	NB on-ramp from Bayshore Boulevard/Third Street	**16.6%**	**33.6%**	18.9%	45.0%
2	NB on-ramp from Harney Way or Geneva Avenue	0.0%	0.0%	**0.0%**	**0.0%**
3	SB on-ramp from Beatty Avenue/Alana Way or Geneva Avenue	**17.0%**	**19.5%**	**14.1%**	**15.8%**
Intersections:					
1	Bayshore Boulevard/Tunnel Avenue	**16.0%**	**27.7%**	19.8%	41.7%
2	Bayshore Boulevard/Blanken Avenue	**17.4%**	**25.2%**	33.0%	80.7%
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	**17.8%**	**27.5%**	34.4%	>100%
4	Bayshore Boulevard/Leland Avenue	**19.4%**	**27.9%**	**36.6%**	**87.0%**
5	Bayshore Boulevard/Visitacion Avenue	**18.7%**	**26.6%**	**35.6%**	**81.6%**
6	Bayshore Boulevard/ Sunnydale Avenue	**13.6%**	**18.9%**	**25.0%**	**52.3%**
7	Leland Avenue/Rutland Street	14.2%	27.8%	19.8%	62.2%
8	Tunnel Avenue/Blanken Avenue	**11.0%**	**14.5%**	**27.7%**	**70.8%**
9	Alana Way/Beatty Avenue	**7.2%**	**8.3%**	N/A	N/A
10	Alana Way/Harney Way/ Thomas Mellon Drive	N/A	N/A	N/A	N/A
11	Thomas Mellon Dr/Harney Way	0.1%	0.1%	**0.1%**	**0.1%**
12	Harney Way/Alana Way	**1.7%**	**1.9%**	N/A	N/A

SOURCE: DMJM Harris/AECOM, 2007

Notes:
N/A indicates the intersection does not exist under the scenario.
Bold indicates location operates at unacceptable conditions.
For intersection #3 (Bayshore/Arleta/San Bruno), the Project contribution to cumulative growth with the regional transportation improvements would be greater than 100 percent since some background volumes would decrease due to the rerouting of traffic with the regional improvements.
[a] Project's percentage of total volume of vehicles in 2025.
[b] Project's percentage of increase in volume between 2007 and 2025.

Table 8.18
PROJECT'S CONTRIBUTION TO 2025 CUMULATIVE CONDITIONS--WEEKDAY PM PEAK HOUR

	Location	Contribution to 2025 Cumulative Volumes[a]	Contribution to 2025 Cumulative Growth[b]	Contribution to 2025 Cumulative Volumes with Regional Improvements	Contribution to 2025 Cumulative Growth with Regional Improvements
U.S. 101 segments:					
1	Between I-280 and Third Street/Bayshore Boulevard	**2.6%**	**14.2%**	**2.6%**	**14.5%**
2	Between Sierra Point Parkway and I-380	**2.9%**	**9.1%**	**3.0%**	**10.8%**
U.S. 101 on-ramps:					
1	NB on-ramp from Bayshore Boulevard/Third Street	11.7%	30.7%	14.6%	62.8%
2	NB on-ramp from Harney Way or Geneva Avenue	**0.0%**	**0.0%**	**0.0%**	**0.0%**
3	SB on-ramp from Beatty Avenue/Alana Way or Geneva Avenue	**13.3%**	**14.9%**	**11.6%**	**12.7%**
Intersections:					
1	Bayshore Boulevard/Tunnel Avenue	16.3%	31.0%	19.7%	46.3%
2	Bayshore Boulevard/Blanken Avenue	**17.3%**	**26.7%**	29.6%	75.2%
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	**19.0%**	**29.8%**	**34.7%**	**>100%**
4	Bayshore Boulevard/Leland Avenue	**21.6%**	**32.8%**	**39.3%**	**>100%**
5	Bayshore Boulevard/Visitacion Avenue	**20.2%**	**30.2%**	35.9%	88.0%
6	Bayshore Boulevard/ Sunnydale Avenue	**15.5%**	**23.6%**	27.3%	70.4%
7	Leland Avenue/Rutland Street	15.5%	32.0%	19.9%	58.8%
8	Tunnel Avenue/Blanken Avenue	**12.5%**	**15.4%**	35.1%	74.3%
9	Alana Way/Beatty Avenue	**8.7%**	**9.6%**	N/A	N/A
10	Alana Way/Harney Way/ Thomas Mellon Drive	N/A	N/A	N/A	N/A
11	Thomas Mellon Dr/Harney Way	0.0%	0.0%	0.0%	0.0%
12	Harney Way/Alana Way	**0.0%**	**0.0%**	N/A	N/A

SOURCE: DMJM Harris/AECOM, 2007

Notes:
N/A indicates the intersection does not exist under the scenario.
Bold indicates location operates at unacceptable conditions.
For intersections #3 and #4, the Project contribution to cumulative growth with the regional transportation improvements would be greater than 100 percent since some background volumes would decrease due to the rerouting of traffic with the regional improvements.
[a] Project's percentage of total volume of vehicles in 2025.
[b] Project's percentage of increase in volume between 2007 and 2025.

Project's 0.0 to 1.9 percent contribution to 2025 cumulative growth at the Harney Way/Alana Way intersection (Tables 8.17 and 8.18, intersection #12) are considered less-than-significant Project contributions to 2025 Cumulative conditions at these two intersections.

In general, the Project-related percent contributions would be greatest at the intersections along Bayshore Boulevard and the U.S. 101 northbound on-ramp from Bayshore Boulevard/ Third Street. In the context of the generally poor operating conditions along Bayshore Boulevard, freeway mainline segments, and freeway ramp-junctions under the 2025 Cumulative conditions, the Project's contributions to the cumulative traffic impacts identified in *Impact 8-4* would be considerable and would constitute a *significant cumulative impact.*

Mitigation 8-4: In addition to the Existing plus Project measures identified under Mitigations 8-1A and 8-1B above, incorporate the following measures into the Project:

- Bayshore Boulevard/Tunnel Avenue: Modify signal timing by shifting one second from the southbound left-turn movement to the northbound/southbound through movements. Prior to implementation of this mitigation measure, assess transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals (see *Mitigation 8-1C*).

- Alana Way/Beatty Avenue: As indicated in Table 8.16, this intersection meets accepted criteria for peak hour signal warrant. Signalize the intersection, restripe the southbound Alana Way approach to create exclusive left-, through and right-turn lanes; and restripe the eastbound Beatty Avenue approach to create two lanes: an exclusive left-turn lane (northbound) and a shared through-right turn lane (eastbound and southbound). The existing Alana Way connection is approximately 40 feet wide, with one travel lane in each direction and no parking available on the street. It would therefore be possible to restripe the existing Alana Way connection to provide three lanes--one right-turn (westbound), one through (southbound), and one left-turn (eastbound).

Since the Project would have significant contributions to the future impacts at these two locations, establish a mechanism for Project fair share contribution to the implementation of these mitigation measures.

These two study intersections would continue to operate with unacceptable conditions (LOS E or F) during the weekday AM peak hour with these mitigations. Implementation of *Mitigation 8-1C (Transportation Management Plan)* would decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level. No feasible additional mitigation measures have been

(continued)

Mitigation 8-4 (continued):

identified that would sufficiently improve 2025 Cumulative intersection operating conditions to LOS D or better conditions, except implementation of the Regional Transportation Improvements (see *Impact 8-7*), which has not been funded. The Project contributions to this cumulative effect would therefore be considered ***significant unavoidable impacts***.

The effect of the above mitigations on 2025 Cumulative intersection LOS conditions is summarized in Table 8.19.

Impact 8-5: 2025 Cumulative Impacts on Freeway Segment Operation. Study freeway segments north and south of the Project Area would operate at unacceptable levels of service in both directions during both the AM and PM peak hours under projected 2025 Cumulative conditions. Traffic volumes on U.S. 101 are anticipated to substantially increase due to the combination of general background growth and the anticipated major new development projects in the Project Area vicinity (i.e., buildout of the Project Area plus the planned Executive Park, Candlestick Point, India Basin Shoreline, Hunters Point Shipyard Phase 2, Brisbane Baylands Phases 1 and 2, and Daly City [Cow Palace] developments), causing significant cumulative deterioration in levels of service at the following freeway segments during both the weekday AM and PM peak hours:

Weekday AM peak hour:

- U.S. 101 between I-280 and Third/Bayshore -- northbound (LOS D to LOS F);
- U.S. 101 between I-280 and Third/Bayshore -- southbound (LOS E to LOS F);
- U.S. 101 between Sierra Point Parkway and I-380 -- northbound (LOS D to LOS F); and
- U.S. 101 between Sierra Point Parkway and I-380 -- southbound (LOS F to LOS F).

Weekday PM peak hour:

- U.S. 101 between I-280 and Third/Bayshore -- northbound (LOS E to LOS F);
- U.S. 101 between I-280 and Third/Bayshore -- southbound (LOS D to LOS F);
- U.S. 101 between Sierra Point Parkway and I-380 -- northbound (LOS F to LOS F); and
- U.S. 101 between Sierra Point Parkway and I-380 -- southbound (LOS E to LOS F).

The Project would generate about 14 percent of the projected cumulative growth in traffic volumes on the affected freeway segments in the AM peak hour, and between 9 and 14 percent in the PM peak hour (see Tables 8.17 and 8.18 herein). These

(continued)

Impact 8-5 (continued):

anticipated Project contributions to projected cumulative freeway segment operational impacts would be considerable and would represent a ***significant impact*** (see criteria [a], [b], and [g] in subsection 8.3.1, "Significance Criteria," above).

Table 8.20 presents the results of the study freeway segment capacity analysis for 2025 Cumulative conditions during the weekday AM and PM peak hours (the corresponding LOS analysis calculation sheets are presented in the *Traffic Analysis Appendix*).

Mitigation 8-5: To improve the affected freeway segment conditions, additional mainline capacity would be needed, which would require land acquisition and involve substantial costs and jurisdictional issues. Mitigation of this impact is therefore considered to be infeasible and the Project-related contribution to 2025 cumulative freeway segment congestion represents a ***significant unavoidable impact***.

Implementation of *Mitigation 8-1C (Transportation Management Plan)* would decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level.

Table 8.19
MITIGATED 2025 CUMULATIVE INTERSECTION LEVEL OF SERVICE CONDITIONS

	Intersection	Traffic Control	Weekday AM Peak Hour LOS	Weekday AM Peak Hour Delay[a]	Weekday PM Peak Hour LOS	Weekday PM Peak Hour Delay[a]
1	Bayshore Boulevard/Tunnel Avenue	Signalized	**E**	**77.2**	D	54.2
2	Bayshore Boulevard/Blanken Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
4	Bayshore Boulevard/Leland Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
5	Bayshore Boulevard/ Visitacion Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
6	Bayshore Boulevard/ Sunnydale Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
8	Tunnel Avenue/Blanken Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**
9	Alana Way/Beatty Avenue	Signalized	**F**	**>80.0**	**F**	**>80.0**

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Delay in Seconds per vehicle.
Bold indicates unacceptable conditions.

Table 8.20
2025 CUMULATIVE FREEWAY SEGMENT LEVEL OF SERVICE CONDITIONS

	Location	Direction[a]	Weekday AM Peak Hour LOS[b]	Weekday AM Peak Hour Density[c]	Weekday PM Peak Hour LOS[b]	Weekday PM Peak Hour Density[c]
1	U.S. 101 between I-280 and Third Street/Bayshore Boulevard	NB	**F**	**>45**	**F**	**>45**
		SB	**F**	**>45**	**F**	**>45**
2	U.S. 101 between Sierra Point Parkway and I-380	NB	**F**	**>45**	**F**	**>45**
		SB	**F**	**>45**	**F**	**>45**

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) NB = Northbound; SB = Southbound.
b) LOS = Level of Service.
c) Density in pc/mi/ln (passenger cars per mile per lane).
Bold indicates unacceptable conditions.

Impact 8-6: 2025 Cumulative Impacts on Freeway On-Ramp Operation. The following local freeway on-ramps are projected to operate at unacceptable levels of service during weekday peak hours under 2025 Cumulative conditions:

Weekday AM peak hour:

- U.S. 101 northbound on-ramp from Bayshore Boulevard/Third Street (LOS C to LOS F); and
- U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way (LOS F to LOS F).

Weekday PM peak hour:

- U.S. 101 northbound on-ramp from Harney Way (LOS D to LOS F); and
- U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way (LOS C to LOS F).

The Project would generate between approximately 20 and 34 percent of the projected cumulative growth in traffic on the two affected on-ramps in the weekday AM peak hour and between approximately 0 and 15 percent to the two affected on-ramps in the weekday PM peak hour. The anticipated Project contributions of 15 percent or greater to projected cumulative freeway on-ramp operational impacts would be considerable and would represent a ***potentially significant impact*** (see criteria [a], [b], and [g] in subsection 8.3.1, "Significance Criteria," above).

Table 8.21 presents the results of the on-ramp junction impacts analysis for the 2025 Cumulative development scenario for the three study freeway on-ramps during the weekday AM and PM peak hour (the corresponding LOS analysis calculation sheets are presented in the *Transportation Analysis Appendix*). As the table indicates, the U.S. 101 northbound on-ramp from Bayshore Boulevard/Third Street would operate at unacceptable LOS during the weekday AM peak hour, the U.S. 101 northbound on-ramp from Harney Way would operate at unacceptable LOS in the weekday PM peak hour, and the U.S. 101 southbound on-ramp from Beatty Avenue/Alana Way would operate at unacceptable LOS during both the weekday peak hours, under 2025 cumulative conditions. All the other study ramp-junctions would continue to operate acceptably during both peak hours. The degree of the Project contribution to this cumulative impact is indicated in Tables 8.17 and 8.18.

Mitigation 8-6: These projected 2025 cumulative freeway on-ramp operating condition impacts are anticipated to be resolved by the construction of the proposed new ramps at Geneva Avenue, a planned regional transportation improvement measure. Project fair-share contribution to these planned regional improvements would therefore be required, and would reduce the anticipated 2025 cumulative freeway on-ramp impacts to a ***less-than-significant level***.

Table 8.21
2025 CUMULATIVE FREEWAY ON-RAMP LEVEL OF SERVICE CONDITIONS

Location		Weekday AM Peak Hour		Weekday PM Peak Hour	
		LOS[a]	Density[b]	LOS[a]	Density[b]
1	U.S. 101 NB on-ramp from Bayshore Boulevard/Third Street	**F**	*	C	23.9
2	U.S. 101 NB on-ramp from Harney Way	C	25.6	**F**	**N/A**
3	U.S. 101 SB on-ramp from Beatty Avenue/Alana Way	**F**	**N/A**	**F**	**N/A**

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) LOS = Level of Service.
b) Density in pc/mi/ln (passenger cars per mile per lane).
* indicates breakdown conditions on the on-ramp.
N/A indicates oversaturated conditions (demand exceeds capacity).
Bold indicates unacceptable conditions.

Impact 8-7: 2025 Cumulative Impacts on Intersection Operation with Planned Regional Roadway Improvements. The following three regional roadway system improvements are currently in the planning stages to help accommodate forecasted cumulative traffic increases:

- an extension of Geneva Avenue from its current terminus at Bayshore Boulevard to a new interchange with U.S. 101;
- a new U.S. 101 interchange at Geneva Avenue/Harney Way; and
- widening of Harney Way between U.S. 101 and Jamestown Avenue.

Because funding for these improvements has not been identified, they have not been assumed as part of the 2025 Cumulative scenario described in this EIR under Impacts 8-4 through 8-6. Instead, this "with Planned Regional Improvements" scenario has been analyzed separately to isolate the effects of these planned improvements, if they were to occur.

Assuming implementation of these three planned future regional roadway network changes, projected (redistributed) intersection turning movement volumes under 2025 Cumulative conditions would cause significant deterioration in levels of service at a number of local intersections during typical weekday peak hours. The Project would generate between approximately 52 and 87 percent of the projected cumulative traffic growth in the AM peak hour, and over 100 percent in the PM peak hour (the Project contribution would be greater than 100 percent where background volumes would decrease due to the rerouting of traffic due to regional roadway network changes), at the following intersections:

Weekday AM peak hour only:

- Bayshore Boulevard/Visitacion Avenue (LOS E),
- Bayshore Boulevard/Sunnydale Avenue (LOS F), and
- Tunnel Avenue/Blanken Avenue (LOS E);

Weekday PM peak hour only:

- Bayshore Boulevard/Arleta Avenue/San Bruno (LOS E); and

Weekday AM and PM peak hours:

- Bayshore Boulevard/Leland Avenue (LOS F in the AM and LOS E in the PM).

These anticipated Project contributions to projected cumulative intersection operational impacts would be considerable and would represent a ***significant impact*** (see criteria [a], [b], and [f] in subsection 8.3.1, "Significance Criteria," above).

In the vicinity of the Project Area, and directly influencing the study analysis locations, the following potential improvements are currently in the planning stages (see previous Figure 8.4):

- Extension of Geneva Avenue: Geneva Avenue is proposed to be extended as a four-to-six lane roadway from its current terminus at Bayshore Boulevard to a new interchange with U.S. 101.

- New U.S. 101 interchange at Geneva Avenue/Harney Way: An updated interchange with U.S. 101 is proposed with the planned Geneva Avenue extension at Harney Way, with full on- and off-ramps; this interchange would replace the current separated on- and off-ramps at Harney Way and Alana Way/Beatty Avenue.

- Widening of Harney Way: Harney Way is proposed to be widened from between three and four lanes to six-lanes from U.S. 101 to Jamestown Avenue.

Based on these planned future roadway network changes (illustrated on Figure 8.4), 2025 cumulative weekday AM and PM peak hour level of service analyses have been conducted for the study intersections.[1] The results of this analysis are presented in Table 8.22.

Comparing the results presented in Table 8.16 (2025 Cumulative Intersection Level of Service Conditions) to those in Table 8.22 indicates that the planned regional transportation improvements listed above would significantly improve operations at several of the study intersections, including:

Weekday AM peak hour:

- Bayshore Boulevard/Tunnel Avenue (LOS E to LOS C),
- Bayshore Boulevard/Blanken Avenue (LOS F to LOS D), and
- Bayshore Boulevard/Arleta Avenue/San Bruno (LOS F to LOS C);

Weekday PM peak hour:

- Bayshore Boulevard/Tunnel Avenue (LOS E to LOS C),
- Bayshore Boulevard/Blanken Avenue (LOS F to LOS D),
- Bayshore Boulevard/Visitacion Avenue (LOS F to LOS D),
- Bayshore Boulevard/Sunnydale Avenue (LOS F to LOS D), and
- Tunnel Avenue/Blanken Avenue (LOS F to LOS D).

The degree of the Project contribution to these cumulative impacts is indicated in previous Tables 8.17 and 8.18.

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[1]With the planned new Geneva Avenue/Harney Way interchange, the study intersections of Alana Way/Beatty Avenue and Harney Way/Alana Way would be eliminated. In addition, with the planned extension of Geneva Avenue and the new interchange, it is anticipated that the majority of the vehicles that currently use Tunnel Avenue, Beatty Avenue, and Alana Way to travel to and from the local U.S. 101 on- and off-ramps would reroute to the Geneva Avenue extension. The 2025 Cumulative analysis scenario assignments of traffic from the anticipated future development projects have been adjusted to account for these revised travel patterns. (The adjusted weekday AM and PM peak hour volumes for this scenario are further described in the *Transportation Analysis Appendix*.)

Table 8.22
2025 CUMULATIVE INTERSECTION LEVEL OF SERVICE CONDITIONS WITH PLANNED REGIONAL TRANSPORTATION IMPROVEMENTS

	Intersection	Traffic Control	Weekday AM Peak Hour LOS	Weekday AM Peak Hour Delay[a]	Weekday PM Peak Hour LOS	Weekday PM Peak Hour Delay[a]
1	Bayshore Boulevard/Tunnel Avenue	Signalized	C	23.6	C	23.5
2	Bayshore Boulevard/Blanken Avenue	Signalized	D	43.0	D	40.1
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	Signalized	C	34.7	**E**	**74.0**
4	Bayshore Boulevard/Leland Avenue	Signalized	**F**	**>80.0**	**E**	**68.3**
5	Bayshore Boulevard/ Visitacion Avenue	Signalized	**E**	**64.3**	D	42.8
6	Bayshore Boulevard/ Sunnydale Avenue	Signalized	**F**	**>80.0**	D	37.4
7	Leland Avenue/Rutland Street	AWSC[b]	B (eb)	10.9	B (wb)	10.4
8	Tunnel Avenue/Blanken Avenue	AWSC[b]	**E (wb)[c]**	**43.8**	D (sb)	29.8
11	Thomas Mellon Drive/Harney Way	Signalized	**E**	**75.2[d]**	D	38.8

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Delay in Seconds per vehicle.
b) AWSC – All Way Stop Controlled (Delay is reported for the worst approach).
c) Meets criteria for peak hour signal warrant; therefore considered to be unacceptable.
d) The proposed redevelopment program would have a less-than-significant contribution to this intersection (see Tables 8.17 and 8.18).
Bold indicates unacceptable conditions.

Mitigation 8-7: Although the planned Regional Transportation Improvements listed above would substantially improve projected 2025 cumulative operational conditions at the five study intersections listed in *Impact 8-7*, unacceptable operating conditions (LOS E or F) would remain at these five locations. To mitigate these remaining impacts, implement *Mitigation 8-1* plus the following additional measures:

- *Bayshore Boulevard/Leland Avenue:* Modify signal timing by shifting 6 seconds from the northbound/southbound left-turn movements to the through movements and also restripe the eastbound and westbound approaches to create two lanes at the intersection: a left-through lane and an exclusive right-turn lane. Implementation of this proposed signal timing modification mitigation measure would be dependent upon an assessment of transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Because this finding cannot be assured, and because the mitigation could potentially impact transit operations and conflict with General Plan objectives and policies (see section 8.2), this 2025 cumulative intersection impact is considered to be ***significant and unavoidable***.

- *Bayshore Boulevard/Sunnydale Avenue:* Modify signal timing by shifting 4 seconds from the northbound/southbound left-turn movements to the eastbound/westbound movements and restripe the eastbound and westbound approaches to create two lanes at the intersection: a shared left-through lane and exclusive right-turn lane. Implementation of this proposed signal timing modification mitigation measure would be dependent upon an assessment of transit and traffic coordination along Bayshore Boulevard to ensure that the changes would not substantially affect Muni transit operations, signal progressions, pedestrian minimum green time requirements, and programming limitations of signals. Because this finding cannot be assured, and because the mitigation could potentially impact transit operations and conflict with General Plan objectives and policies (see section 8.2), this 2025 cumulative intersection impact is considered to be ***significant and unavoidable***.

- *Tunnel Avenue/Blanken Avenue:* Signalize the intersection. As indicated in Table 8.22, this intersection meets the criteria for peak hour signal warrant. It would be possible to modify this intersection from an all-way stop to a signalized intersection under the 2025 Cumulative condition. Implementation of this measure would reduce this impact to a ***less-than-significant*** level.

Since the Project would have significant contributions to the future impacts at these locations, establish a mechanism for Project fair share contribution to the implementation of these mitigation measures.

(continued)

Mitigation 8-7 (continued):

Implementation of *Mitigation 8-1C (Transportation Management Plan)* would decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these three locations, but the two significant unavoidable impacts described above would remain.

The results of the level of service analysis assuming *Mitigation 8-7* for the 2025 Cumulative conditions with improvements scenario are presented in Table 8.23. With implementation of these additional improvements, all the intersections with significant Project contributions would operate at acceptable conditions. However, for the reasons discussed in *Mitigation 8-7*, the 2025 cumulative intersection impacts at the Bayshore Boulevard/Leland Avenue and Bayshore Boulevard/Sunnydale Avenue intersections are considered significant and unavoidable.

Impact 8-8: 2025 Cumulative Impacts on Freeway Segment Operation with Planned Regional Roadway Improvements. Assuming implementation of the planned future regional roadway network changes, listed under Impact 8-7 above, the projected 2025 Cumulative impacts on study freeway segments identified under Impact 8-5 above would still occur. The Project would generate between approximately 14 percent of the projected cumulative growth in traffic on these freeway segments in the AM peak hour, and between 11 and 15 percent in the PM peak hour. These anticipated Project contributions would be considerable and would represent a ***significant impact*** (see criteria [a], [b], and [g] in subsection 8.3.1, "Significance Criteria," above).

Table 8.24 presents the results of the study freeway segment capacity analysis for the 2025 Cumulative scenario with planned regional roadway improvements (Figure 8.4) during the weekday AM and PM peak hours (the corresponding LOS analysis calculation sheets are presented in the *Transportation Analysis Appendix*). As shown in Table 8.24, all of the study freeway segments would continue to operate at unacceptable conditions (LOS F) in both directions during both the analysis periods. The degree and significance of the Project contribution to this cumulative impact are indicated in previous Tables 8.17 and 8.18.

Mitigation 8-8: The projected poor 2025 cumulative conditions on these freeway segments could only be improved by creating additional mainline capacity, which is not feasible. These freeway segment impacts would therefore be considered ***significant and unavoidable***.

Implementation of *Mitigation 8-1C (Transportation Management Plan)* would help decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's significant contribution at these locations, but not to a less-than-significant level.

Table 8.23
MITIGATED 2025 CUMULATIVE CONDITIONS INTERSECTION LEVEL OF SERVICE CONDITIONS WITH REGIONAL TRANSPORTATION IMPROVEMENTS

	Intersection	Traffic Control	Weekday AM Peak Hour LOS	Weekday AM Peak Hour Delay[a]	Weekday PM Peak Hour LOS	Weekday PM Peak Hour Delay[a]
3	Bayshore Boulevard/Arleta Avenue/San Bruno Avenue	Signalized	C	32.3	D	47.4
4	Bayshore Boulevard/Leland Avenue	Signalized	D	52.5	D	39.9
5	Bayshore Boulevard/ Visitacion Avenue	Signalized	C	34.0	D	41.4
6	Bayshore Boulevard/ Sunnydale Avenue	Signalized	D	48.1	D	38.3
8	Tunnel Avenue/Blanken Avenue	Signalized	C	21.1	C	23.6

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) Delay in Seconds per vehicle.
Bold indicates unacceptable conditions.

Table 8.24
2025 CUMULATIVE FREEWAY SEGMENT LEVEL OF SERVICE CONDITIONS WITH REGIONAL ROADWAY IMPROVEMENTS

	Location	Direction[a]	Weekday AM Peak Hour LOS[b]	Weekday AM Peak Hour Density[c]	Weekday PM Peak Hour LOS[b]	Weekday PM Peak Hour Density[c]
1	From South of I-280 split to North of Third Street/Bayshore Boulevard	NB	**F**	**>45**	**F**	**>45**
		SB	**F**	**>45**	**F**	**>45**
2	From South of Sierra Point Parkway to North of I-380 split	NB	**F**	**>45**	**F**	**>45**
		SB	**F**	**>45**	**F**	**>45**

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) NB = Northbound; SB = Southbound.
b) LOS = Level of Service.
c) Density in pc/mi/ln (passenger cars per mile per lane).
Bold indicates unacceptable conditions.

2025 Cumulative Impacts on Freeway On-Ramp Operation with Planned Regional Roadway Improvements. Assuming implementation of the planned future regional roadway network changes listed under *Impact 8-7* above, the new U.S. 101 northbound and southbound on-ramps at Geneva Avenue/Harney Way are projected to operate at unacceptable levels of service during both the AM and PM weekday peak hours under 2025 Cumulative conditions. However, as indicated in previous Tables 8.17 and 8.18, the Project contribution to this cumulative growth impact would be zero percent--i.e., ***less-than-significant***.

Table 8.25 presents the results of study freeway on-ramp capacity analysis for the 2025 Cumulative scenario with planned regional roadway improvements (Figure 8.4) for the weekday AM and PM peak hours (the corresponding LOS analysis calculation sheets are presented in the *Transportation Analysis Appendix*). As shown, the new U.S. 101 northbound and southbound on-ramps at Geneva Avenue/Harney Way are projected to operate at unacceptable conditions (LOS F) during both AM and PM peak hours, while the U.S. 101 northbound on-ramp from Bayshore Boulevard/Third Street is projected to operate at acceptable conditions (LOS C). The majority of the vehicular traffic coming in and out of the Project Area and the nearby vicinity would likely use the new interchange instead of ramps at Bayshore Boulevard/Third Street. This overall increase in volumes at the Geneva Avenue/Harney Way ramps would cause it to operate unacceptably under this scenario. However, as shown in Tables 8.17 and 8.18, the Project contribution to this cumulative impact would be zero percent compared to the overall increase in volumes from vehicles not associated with the proposed Project.

Mitigation. No significant Project contribution to the cumulative impact has been identified; no mitigation is required.

8.3.6 Impacts on Transit Operation

Impact 8-9: Project Impacts on Transit Service. The projected Project growth increment would generate about 433 additional transit trips in the weekday AM peak hour and 440 additional transit trips in the weekday PM peak hour. The additional transit trips to and from the Project Area would use the Muni T line (light rail) that runs along Bayshore Boulevard, other local Muni bus lines serving the Project Area vicinity, and nearby Caltrain service. The various existing Muni lines serving the Project Area currently operate at substantially less than capacity during both the weekday AM and PM peak hours. The additional Project-generated transit trips would therefore not be expected to significantly impact peak period transit capacity. However, several of the bus lines serving the Project Area operate along Bayshore Boulevard, including the Muni 9, 9X, 9AX, 9BX, 15, and 56 lines and the SamTrans 34, 292, and 397 routes. As indicated under Impacts 8-1, 8-3 and 8-4 above, the Project would result in or contribute substantially to congestion and delay along Bayshore Boulevard (as indicated by the projected LOS E and F operational conditions at Bayshore Boulevard study intersections). These Project-related conditions would negatively effect operations of the various Bayshore Boulevard transit lines (including the associated mitigation involving possible relocation of a Muni bus stop--see *Mitigation 8-1A*), resulting in a ***significant environmental impact*** (see criterion [k] under subsection 8.3.1, "Significance Criteria," above).

Table 8.25
2025 CUMULATIVE FREEWAY ON-RAMP LEVEL OF SERVICE CONDITIONS WITH REGIONAL TRANSPORTATION IMPROVEMENTS

	Location	Weekday AM Peak Hour LOS[a]	Weekday AM Peak Hour Density[b]	Weekday PM Peak Hour LOS[a]	Weekday PM Peak Hour Density[b]
1	U.S. 101 NB on-ramp from Bayshore Boulevard/Third Street	C	23.9	C	23.6
2	U.S. 101 NB on-ramp from Geneva Avenue/Harney Way	**F**	**N/A**	**F**	**N/A**
3	U.S. 101 SB on-ramp from Geneva Avenue/Harney Way	**F**	**N/A**	**F**	**N/A**

SOURCE: DMJM Harris/AECOM, 2007

Notes:
a) LOS = Level of Service.
b) Density in pc/mi/ln (passenger cars per mile per lane).
N/A indicates oversaturated conditions (demand exceeds capacity).
Bold indicates unacceptable conditions.

Mitigation 8-9: The addition of Project-related transit trips would not result in a significant impact to transit capacity (existing transit services currently have capacity to accommodate the new trips). As a result, no transit service capacity mitigation measures would be required. However, the new vehicle-trips generated by the Project would result in long delays at several Bayshore Boulevard intersections, as indicated above under Impacts 8-1, 8-3 and 8-4. Related intersection improvement and left-turn pocket extension measures have been identified under Mitigations 8-1, 8-3 and 8-4 to mitigate these traffic impacts. Because these measures would not fully mitigate the associated traffic impacts, and could result in additional impacts associated with the relocation of a Muni bus stop, this Project-related local transit service delay impact would be considered ***significant and unavoidable***.

Implementation of *Mitigation 8-1C (Transportation Management Plan)* would help decrease the number of vehicle trips generated by the Project and reduce the magnitude of the Project's impact on transit operations at these locations, but not to a less-than-significant level.

In addition, to encourage additional transit riders (thereby further reducing the amount of vehicular activity), the Project could implement the following measures:

- Consistent with the Design for Development, implement building design features that promote the primary access to new Project Area buildings from transit stops and pedestrian areas, and discourage the location of primary access points to new Project Area buildings through parking lots and other auto-oriented entryways.

- Implement recommendations of the *San Francisco Better Streets Plan* in the Project Area, which are designed to make the pedestrian environment safer and more comfortable for pedestrians, including traffic calming strategies, sidewalk corner bulbs, and other features.

- Provide transit amenities at key light rail and bus stops in the Project Area, including "Next Bus" passenger information, accurate and usable passenger information and maps, and adequate light, shelter, and sitting areas.

8.3.7 Pedestrian Impacts

Project Impacts on Vehicular/Pedestrian Safety Conditions. Because existing Project Area sidewalks and crosswalks currently have relatively low to moderate pedestrian volumes, the additional pedestrian trips generated by the Project could be readily accommodated on the existing and proposed Project Area sidewalk system and would not substantially affect pedestrian operations along these sidewalks and crosswalks. However, vehicles entering and exiting Redevelopment Zone 1 via the three primary Bayshore Boulevard access points would likely have negative effects on pedestrian crossing conditions at these locations. As currently designed, the existing traffic signals at the intersections of Bayshore Boulevard/Leland Avenue,

Bayshore Boulevard/Visitacion Avenue, and Bayshore Boulevard/Sunnydale Avenue allow for vehicles approaching Bayshore Boulevard from these three side streets to make right- and left-turns at the same time pedestrians are in the crosswalks.

Due to the Project's location in a relatively urban environment and the fact that the Project-facilitated development scenario would include a substantial increase in neighborhood-serving commercial uses, a substantial portion of the Project-generated trips would be by "Other" modes, as shown in previous Table 8.8. Most of these "other" trips would be walk trips. In addition, the "Transit" mode trip totals indicated in Table 8.8 would involve other increases in walk trips to and from nearby local/regional transit stops, such as the Muni T stations and the Caltrain Bayshore station.

The Design for Development and the *Leland Avenue Street Design Project* (both of which are components of the redevelopment program) propose a wide range of pedestrian amenities, including continuation of the existing street grid pattern eastward across Bayshore Boulevard through Redevelopment Zone 1, more convenient pedestrian access to public transit (including a temporary pedestrian path to the Caltrain station), traffic calming measures, a direct pedestrian connection from Visitacion Valley through Redevelopment Zone 1 to the Little Hollywood neighborhood, and (as a separate project subject to its own CEQA review) an extension of the Muni T line along Sunnydale Avenue to connect directly with the Caltrain station.

Corner bulbs are specifically suggested in the Design for Development for Bayshore Boulevard at Sunnyvale Avenue (southwest corner), Visitacion Avenue (southeast corner), Leland Avenue (northeast corner), Arleta Avenue (northeast corner), and at all intersections on Leland Avenue, to reduce the effective width of the streets for pedestrians. Also, the Design for Development proposes pedestrian-timed traffic lights and inset flashing lights at the Bayshore/Leland intersection. Further, since the majority of the vehicle-pedestrian conflicts would occur on the north side of each primary intersection (most of the Project-generated traffic would be making a right-turn from the Leland, Visitacion, or Sunnydale driveway to northbound Bayshore Boulevard), the Design for Development calls for the street network within Redevelopment Zone 1, along with the signage and internal sidewalks, to direct pedestrians to crosswalks on the south side of the intersections.

In addition, proposed development in Zone 1 would be assessed a Community Facilities and Infrastructure Fee of approximately $5,725,000, which could be used partly to fund public street improvements (see previous subsection 8.2.5 of this chapter).

Implementation of the pedestrian amenities and design features included in the Design for Development, and described above, would result in a ***less-than-significant impact*** on vehicular/pedestrian safety conditions (see criteria [c], [e], and [j] in subsection 8.3.1, "Significance Criteria," above).

Mitigation. No significant impact has been identified; no mitigation is required.

8.3.8 Bicycle Impacts

Impact 8-10: Project Impacts on Bicycle Conditions. Implementation of the Project-proposed new southbound Bayshore Boulevard left-turn pocket into Redevelopment Zone 1 at Leland Avenue (see associated *Mitigation 8-3*) would necessitate the elimination of the existing southbound bicycle lane segment between Leland Avenue and Raymond Avenue. This would result in a gap in the bicycle lane network, which would result in a ***potentially significant impact*** to bicycle conditions (see criterion [k] under subsection 8.3.1, "Significance Criteria," above).

The Project Area is located near several citywide bicycle routes (such as the #5 and #25 on Bayshore Boulevard and #90 on Geneva Boulevard), and is within convenient cycling distance to several nearby destinations. As a result, a portion of the trips generated by the Project (i.e., of the "Other" trips indicated in Table 8.8) would likely be by bicycle.

Residential and commercial developments in San Francisco are required by the San Francisco *Planning Code* to provide safe and secure bicycle parking, based on the number of residential units or the square footage of individual buildings. In addition, the *Planning Code* requires the provision of shower and locker facilities for bicycle riding employees at commercial and other buildings, based on the overall square footage.

As currently proposed, the Design for Development component of the Project proposes provision of one bicycle parking space per every two residential units, and Code-required bicycle parking for all other land uses. This would equate to a total of approximately 634 bicycle spaces in Redevelopment Zone 1 and 172 bicycle spaces in Redevelopment Zone 2. In addition, the Project-facilitated development would include the Code-required shower and locker facilities for all commercial buildings, including three showers and six clothes lockers within Zone 1. As a result, the Project would be expected to meet or exceed the *Planning Code* requirements for the provision of bicycle amenities.

Mitigation 8-10. To mitigate this potential impact to the Bayshore Boulevard bicycle lane, do not provide the proposed new southbound left-turn into Redevelopment Zone 1 at Leland Avenue (see associated *Mitigation 8-1B*). This would reduce the Project's impact on bicycle conditions to a ***less-than-significant*** level.

8.3.9 Parking Impacts

Project Parking Impacts. Parking demands are typically estimated in terms of both long-term demand (typically residents and employees) and short-term demand (typically visitors and patrons). For residential units, long-term parking demand is typically estimated based on the number and size of the unit. For retail, restaurant and community-serving uses, the long-term parking demand is typically estimated based on the number of employees, and the short-term parking demand is based on the total daily visitor trips and an average turnover rate.

Table 8.26 presents the estimated parking demand totals for midday and evening periods for Redevelopment Zone 1 and Redevelopment Zone 2 development based on demand rates described in the *SF Guidelines*. As the table indicates, under the *SF Guidelines*, Zone 1 would

Table 8.26
PROJECTED PARKING DEMAND AND SUPPLY

	Midday			Evening		
Project	Residential	Retail/Other (Long-term, Short-term)	Total	Residential	Retail/Other (Long-term, Short-term)	Total
Redevelopment Zone 1	1,367 [1,253]	551 (128, 423) [140]	1,918 [1,393]	1,708 [1,253]	465 (102, 362) [140]	2,173 [1,393]
Redevelopment Zone 2	370 [335]	194 (51, 143) [0]	564 [335]	462 [335]	155 (41, 114) [0]	617 [335]

SOURCE: DMJM Harris/AECOM, 2007

Note: Additional parking supply under the proposed redevelopment program is shown in [brackets]. Also, an as-yet unknown number of on-street parking spaces would be provided throughout Zone 1, primarily to serve short-term retail customers.

have an estimated midday demand for 1,918 spaces and an estimated evening demand for 2,173 spaces. Table 8.26 indicates that Zone 2 development would have a midday demand for 564 spaces and an evening demand for 617 spaces.

Under the Design for Development proposed parking program, all added residential units within the Project Area would be allowed to provide one off-street parking space for each unit; and for added retail and other uses, no off-street parking is proposed except for the 140 spaces indicated for the proposed 50,000 square-foot grocery store. Based on the residential development totals shown in previous Table 3.1 in the Project Description (chapter 3) of this EIR, approximately 1,393 parking spaces (one per each of the 1,253 total residential units anticipated in Redevelopment Zone 1 plus the 140 retail spaces) would be provided under the Design for Development in Zone 1, and 335 parking spaces would be provided in Zone 2 (one per each new residential unit). In addition, on-street parking spaces would be provided throughout Zone 1, primarily to serve short-term retail customers.

Comparing the *SF Guidelines*-based parking demand estimates in Table 8.26 with the Design for Development proposed parking provisions described above indicates that during the weekday midday period, Zone 1 could have a parking shortfall of 525 spaces (1,918 minus 1,393) and Zone 2 could have a parking shortfall of 229 spaces (564 minus 335). During the weekday evening period, Zone 1 could have a parking shortfall of 780 spaces (2,173 minus 1,393) and Zone 2 could have a parking shortfall of 282 spaces (617 minus 335). In addition, the proposed creation of a mid-block access point and left-turn pocket at the Bayshore Boulevard/Visitacion Avenue intersection would require the removal of about 18 existing on-street parking spaces.

If the City's current *Planning Code* parking requirements were applied, Redevelopment Zone 1 would be required to provide a total of 1,523 parking spaces, including 1,250 spaces for the residential units and 273 spaces for the retail and other uses. The anticipated infill development in Redevelopment Zone 2 would be allowed to provide 439 parking spaces, including 338 spaces for the residential uses and 101 spaces for the retail and other uses.

As discussed in subsection 8.1.5, existing on-street parking along Bayshore Boulevard is about 75 percent occupied during the weekday midday and evening; on-street parking along Leland, Rutland, Arleta and Visitacion Avenues is generally fully occupied; and on-street parking along other streets in the Project Area is approximately 50 percent occupied. Since on-street parking is typically available throughout the Project Area, a portion of the projected unmet demand associated with the added Project Area development could potentially be accommodated by the area's existing on-street parking supply. To the extent that sufficient and convenient on-street parking is not available, residents may park outside of the area, such as within the adjacent Little Hollywood neighborhood or in other locations throughout the Visitacion Valley neighborhood, or reduce their vehicle ownership. In addition, there may be effects to pedestrians, bicycles, and transit caused by resulting parking on the sidewalk, double-parking, parking at intersections, or other illegal parking activity.

The transportation analysis herein does account for potential secondary effects of any parking deficits, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the driver's destination, and then seek parking farther away if more convenient parking is not available. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle-trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the proposed Project would be minor, and the traffic assignments used in this EIR transportation analysis, as well as in the associated pedestrian safety, air quality, and noise analyses of this EIR, reasonably address potential secondary effects.

In general, projected parking shortfalls relative to demand are not considered to represent significant "environmental" impacts in San Francisco. The anticipated Project parking shortfalls identified above would therefore represent a ***less-than-significant*** environmental impact.

Mitigation. No significant environmental impact has been identified; no mitigation is required.

8.3.10 Loading Impacts

(a) Loading Demand. "Loading demand" consists of the number of delivery and service vehicle-trips generated by a project, plus the number of loading spaces that would be required to accommodate the demand. The number of daily delivery/service vehicle-trips is typically projected based on the size of each land use and the truck trip generation rate specific to each land use. The number of loading spaces necessary to accommodate this demand is typically determined based on the anticipated hours of operation, turnover of loading spaces, and hourly distribution of trips. The information and rates used in the loading demand analysis for this EIR were obtained from the *SF Guidelines* for each identified land use.

Table 8.27 presents the weekday average and peak loading demand projections for Redevelopment Zones 1 and 2 at buildout. As shown, Zone 1 would generate about 64 truck trips per day, which would result in a demand for about 3 loading spaces during the average hour and 4 loading spaces during the peak hour of loading demand. The anticipated Zone 2 infill development along Bayshore Boulevard and Leland Avenue would generate 20 truck trips per day, which would result in a demand for about one loading space during the average hour during the peak hour of loading demand.

(b) Loading Impacts. As currently proposed in the Design for Development, Redevelopment Zone 1 would provide eight off-street loading spaces, one for each of seven planned residential blocks and one for the proposed grocery store. Due to the projected size of any individual new infill buildings that would be developed in Redevelopment Zone 2, it is anticipated that no off-street loading facilities would be provided. At this time, the dimensions of associated future loading docks in these instances are not known; however, it is anticipated that they would meet the width, length, and vertical clearance requirements of the San Francisco *Planning Code*.

Based on the estimated size of Zone 1 residential units and other land use square footages, Zone 1 would be required to provide 12 off-street loading spaces in total. Since the anticipated infill development potential within Zone 2 would be limited to occasional smaller buildings, it is projected that no off-street loading spaces would be required.[1]

As shown in Table 8.27, it is estimated that Zone 1 would generate about 64 daily delivery/service vehicle-trips per day, which would correspond to a demand for three loading spaces during an average hour and four spaces during the peak hour of loading activities. Therefore, the proposed supply of eight loading spaces would meet projected loading demand. The anticipated small amount of potential infill development in Zone 2 would generate about 20 daily delivery/service vehicle-trips (evenly split between the residential and the retail/other uses), which would correspond to a total demand for about one loading space during an average hour and during the peak hour of loading activities. Since no new off-street loading spaces would likely be created with these small, individual Zone 2 infill developments, all loading demand would need to be accommodated on-street through existing yellow loading zones, or would be accommodated within the design of individual buildings. Currently, there are existing yellow loading zones located throughout the Project Area, including along Bayshore Boulevard and Leland Avenue, plus along other side streets. As such, it is anticipated that the Project-related increases in loading demand could be accommodated without substantially affecting area-wide circulation conditions, and therefore would represent a ***less-than-significant*** environmental impact.

Mitigation. No significant environmental impact has been identified; no mitigation is required.

8.3.11 Construction Period

Project-Related Construction Period Transportation and Circulation Impacts. In general, the analysis of construction impacts is specific to individual development projects, and includes consideration of temporary roadway and sidewalk closures, relocation of bus stops, effects on roadway circulation due to construction trucks, and increases in vehicle-trips, transit trips and

[1]The San Francisco *Planning Code* does not require the provision of off-street loading spaces for retail uses with less than 10,000 gross square feet, and for all other uses with less than 100,000 gross square feet.

Table 8.27
DELIVERY SERVICE VEHICLE TRIPS AND LOADING DEMAND

Project	Daily Service Vehicle Trips			Estimated Loading Space Demand					
				Average Hour			Peak Hour		
	Residential	Retail/ Other	Total	Residential	Retail/ Other	Total	Residential	Retail/ Other	Total
Redevelopment Zone 1	38	26	64	1.7	1.2	2.9	2.2	1.5	3.7[a]
Redevelopment Zone 2	10	10	20	0.5	0.5	1.0	0.6	0.6	1.2[b]

SOURCE: DMJM Harris/AECOM, 2007

Notes:

a) The proposed Project would supply eight (8) loading spaces in Zone 1, which would meet projected loading demand (3.7 peak hour spaces) for Zone 1.
b) Since no new off-street loading spaces would likely be created in Zone 2, all loading demand (1.2 peak hour spaces) would need to be accommodated on-street through existing yellow loading zones, or would be accommodated within the design of individual buildings.

parking demand associated with construction workers. As such, construction impacts have not been assessed for the broader Project development program. Separate, site-specific construction analyses would be conducted for all future substantive individual development projects in the Project Area. In any event, the potential impacts associated with these individual developments would not be considered significant since they would be temporary and of short-term duration.

In general, Project-related construction-related activities would typically occur Monday through Friday, between 6:00 AM and 6:00 PM, with limited construction on weekends (on an as-needed basis). Construction staging typically occurs within individual development sites and from the adjacent sidewalks. Affected sidewalks along construction site frontages are usually closed throughout the construction duration, with temporary pedestrian walkways constructed in the adjacent parking lanes. Such temporary traffic lane closures would need to be coordinated with the City in order to minimize the impacts on local traffic. In general, such lane and sidewalk closures are subject to review and approval by the Department of Public Works (DPW) and the Interdepartmental Staff Committee on Traffic and Transportation (ISCOTT). Any required bus stops relocations would need to be coordinated with the City and the appropriate transit agencies.[1]

During the individual development construction periods, temporary and intermittent traffic and transit impacts may result from truck movements to and from the development sites. Truck movements during periods of peak traffic flow would have greater potential to create conflicts than truck movements during non-peak hours because of the greater number of vehicles on the streets during the peak hour that would have to maneuver around queued trucks. The sponsors of individual developments would have to meet with MTA, Interdepartmental Staff Committee on

[1]If it is determined that temporary Muni bus stop relocations would be needed, the relocations would be coordinated with the Muni Street Operations/Special Events office, which can be contacted at (415) 923-6058.

Traffic and Transportation (ISCOTT), and other responsible City agencies to coordinate construction activities so as to minimize construction impacts on vehicular, transit and pedestrian traffic.

Temporary parking demand from construction workers' vehicles and impacts on local intersections from construction worker traffic would occur in proportion to the number of construction workers who would use automobiles. Parking of construction workers' vehicles would temporarily increase occupancy levels in off-street parking lots, either by those vehicles or by vehicles currently parking in on-street spaces that would be displaced by construction workers' vehicles.

It is possible that construction activity associated with an individual development would overlap with that of other nearby developments. As a condition of street closure, use of parking lanes for construction and other permits, the City could require that construction contractors for multiple developments meet to determine ways to minimize traffic and transit disruption due to the combined construction activities. In summary, anticipated environmental impacts associated with Project-related construction activities would be ***less-than-significant***.

Mitigation. No significant environmental impact has been identified; no mitigation is required.

8.4 SUMMARY OF TRANSPORTATION AND CIRCULATION IMPACTS AND MITIGATION MEASURES

As discussed in the introduction to this EIR chapter, the transportation and circulation analysis is intended to identify the optimum balance of the four primary transportation modes in Visitacion Valley--transit, bicycle, pedestrian, and vehicular--that would result in the most benefit and the least environmental impact. This analysis framework has resulted in some possible mitigation measures for vehicular traffic impacts being considered "infeasible"--and therefore the associated impacts being considered significant and unavoidable--because the mitigations would conflict with the circulation and safety of transit, bicyclists, and/or pedestrians, as well as proposals contained in the Design for Development and *Leland Avenue Street design Project*. In addition, the U.S. 101 freeway in the Project Area vicinity is a heavily traveled roadway and is expected to remain so in the future; this existing and future condition (including vehicle-trips from the proposed Project) has contributed to significant unavoidable impacts.

The following transportation and circulation impacts identified in this chapter are considered *significant and unavoidable*:

- Impact 8-1: Existing Plus Project Impacts on Intersection Operation (Bayshore/Blanken, Bayshore/Arleta/San Bruno, Bayshore/Leland, Bayshore/Visitacion, Bayshore/Sunnydale);
- Impact 8-2: Existing Plus Project Impacts on U.S. 101 Freeway Segment Operation;
- Impact 8-3: Project Queuing Impacts at Redevelopment Zone 1 Access Points (Bayshore at Leland, Visitacion, and Sunnydale);
- Impact 8-4: 2025 Cumulative Impacts on Intersection Operation (Bayshore/Tunnel, Alana/Beatty);

- Impact 8-5: 2025 Cumulative Impacts on Freeway Segment Operation;
- Impact 8-7: 2025 Cumulative Impacts on Intersection Operation with Planned Regional Roadway Improvements (Bayshore/Leland, Bayshore/Sunnydale);
- Impact 8-8: 2025 Cumulative Impacts on Freeway Segment Operation with Planned Regional Roadway Improvements; and
- Impact 8-9: Project Impacts on Transit Service.

As described in *Mitigation 8-1C* in this chapter, transportation and circulation conditions in the Project Area and vicinity would continue to be monitored as the redevelopment program is implemented, thereby providing opportunities to revise and coordinate the range of available and feasible mitigations.

9. AIR QUALITY

This EIR chapter describes the impacts of the proposed redevelopment program on local and regional air quality. The chapter was prepared using methodologies and assumptions recommended within the air quality impact assessment guidelines of the Bay Area Air Quality Management District (BAAQMD).[1] In keeping with these guidelines, the chapter describes existing air quality, potential short-term construction-related impacts, potential direct and indirect long-term emissions associated with the Project, the impacts of these emissions on both the local and regional scale, and mitigation measures warranted to reduce or eliminate any identified significant impacts.

This chapter also discusses the Project's potential effects, both beneficial and adverse, on greenhouse gases and global climate change.

9.1 SETTING

9.1.1 Air Basin Characteristics

Atmospheric conditions such as wind speed, wind direction, and air temperature gradients interact with the physical features of the landscape to determine the movement and dispersal of air pollutants. The Project Area is located in the City and County of San Francisco and is within the boundaries of the San Francisco Bay Area air basin (Bay Area). The Bay Area encompasses the nine-county region including all of Alameda, Contra Costa, Santa Clara, San Francisco, San Mateo, Marin, and Napa counties, and the southern portions of Solano and Sonoma counties. The climate of the Bay Area is determined largely by a high-pressure system that is almost always present over the eastern Pacific Ocean off the West Coast of North America. During winter, the Pacific high-pressure system shifts southward, allowing storms to pass through the region. During summer and fall, emissions generated within the Bay Area can combine with abundant sunshine, under the influences of topography and subsidence inversions, to create conditions conducive to the formation of photochemical pollutants such as ozone and other pollutants such as nitrates, sulfates, and small particulates.

More specifically, the Project Area is located in the Peninsula climatological sub-region. The Peninsula sub-region extends from the area northwest of San Jose to the Golden Gate. The Santa Cruz Mountains extend up the center of the Peninsula, with elevations exceeding 2,000 feet at the south end, and gradually decreasing to 500 feet elevation (with the exception of San Bruno Mountain, whose elevation is 1,314 feet). At the north end of the Peninsula lies San Francisco. Because most of the topography of San Francisco is below 200 feet, the marine

[1]Bay Area Air Quality Management District. BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans; April 1996 (Revised December 1999).

layer is able to flow across most of the city, resulting in a cool and windy climate. Rainfall in San Francisco averages approximately 21 inches per year.[1]

The effect of the Santa Cruz Mountains can be seen in the summertime maximum temperatures. In San Francisco, the maximum daily temperatures from June through August are in the mid-60s, while daily maximum temperatures during the winter months are in the high-50s. Annual average wind speeds generally range from 5 to 10 miles per hour throughout the Peninsula. Individual sites, however, can experience significant differences.[2]

On the Peninsula, there are three important gaps in the Santa Cruz Mountains. The largest is the San Bruno Gap, extending from Fort Funston on the ocean side to the San Francisco Airport on the bay side. Because the gap is oriented in the same northwest to southeast direction as the prevailing winds, and because the elevations along the gap are under 200 feet, marine air is easily able to penetrate into the bay. Another gap in the Santa Cruz Mountains is the Crystal Springs Gap, along the Highway 92 route between Half Moon Bay and San Carlos. Finally, Visitacion Valley is located downwind (east) of the Alemany Gap that lies between the San Miguel Hills to the north and San Bruno Mountain (height 1,314 feet) to the south. This gap generally has accelerated winds when the wind direction is off the ocean (from the west); the gap also has a relatively high frequency of low stratus clouds.

Air pollution potential is highest along the southeastern portion of the Peninsula because this area is most protected from the high winds and fog of the marine layer, the emission density is relatively high, and pollutant transport from upwind sites is possible. In San Francisco, to the north (including Visitacion Valley), pollutant emissions are high, but winds are generally fast enough to carry the pollutants away before they can accumulate.

9.1.2 Wind Characteristics

Winds in San Francisco are most frequently from the west to northwest, reflecting the persistence of sea breezes. Wind direction is most variable in the winter. The approach of winter storms often results in southerly winds. Although not as frequent as westerly winds, these southerly winds are often strong. The strongest winds in San Francisco are typically from the south during the approach of a winter storm.

Long-term wind data in San Francisco is available from historical wind records from the U.S. Weather Bureau weather station atop the old Federal Building at 50 United Nations Plaza. The average wind speeds (maximum 14.5 knots) are greatest in the summer and least in the fall (maximum 12.8 knots). Winds also exhibit a diurnal (daily) variation, with the strongest winds occurring in the afternoon, and lightest winds occurring in the early morning.

9.1.3 Current Regulatory Context

The United States Environmental Protection Agency (EPA) is responsible for implementing the programs established under the federal Clean Air Act, such as establishing and reviewing the federal ambient air quality standards and judging the adequacy of State Implementation Plans (SIPs), which are required reports detailing how states will attain the standards. However, the

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[1]Don Ballanti, Certified Consulting Meteorologist, December 2007; and City of San Francisco, Consolidated Annual Precipitation Records, revised July 30, 1990.

[2]Ballanti.

EPA has delegated authority to implement many of the federal programs to the states while retaining an oversight role to ensure that the programs continue to be implemented.

In California, the California Air Resources Board (CARB) is responsible for establishing and reviewing the state ambient air quality standards, developing and managing the California SIP, securing approval of the SIP from the U.S. EPA, and identifying toxic air contaminants (TACs). CARB also regulates mobile emission sources in California, such as construction equipment, trucks, and automobiles, and oversees the activities of air quality management districts, which are organized at the county or regional level.

An air quality management district is responsible primarily for regulating stationary emission sources at facilities within its geographic areas and for preparing the air quality plan is required under the federal Clean Air Act and California Clean Air Act. The Bay Area Air Quality Management District (BAAQMD) is the regional agency with regulatory authority over emission sources in the Bay Area, which includes all of San Francisco, San Mateo, Santa Clara, Alameda, Contra Costa, Marin, and Napa counties, and the southern portions of Sonoma and Solano counties.

9.1.4 Air Pollutants and Ambient Standards

Air pollutant levels are typically described in terms of "concentrations," which refers to the amount of pollutant material per volumetric unit of air. Concentrations are measured in parts per million (ppm) or micrograms per cubic meter ($\mu g/m^3$). Standards were established by the federal Clean Air Act for six "criteria" pollutants, including ozone (O_3), carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), particulates (PM_{10} and $PM_{2.5}$), and lead (Pb); the EPA refers to these pollutants as "criteria" pollutants because the agency has regulated them by developing public health- and welfare-based criteria as the basis for setting permissible concentrations.

Pollutants regulated under the California Clean Air Act are similar to those regulated under the federal Clean Air Act. The federal and California ambient air quality standards are summarized in Table 9.1. The California air quality standards are generally more stringent than the corresponding federal standards and incorporate additional standards for sulfates, hydrogen sulfide, and vinyl chloride. Both the EPA and CARB review ambient air quality standards on a regular basis and make necessary adjustments in response to updated scientific information.

(a) Ozone (O_3). Ozone is the principal component of smog. Ozone is not directly emitted into the atmosphere, but instead forms through a photochemical reaction of reactive organic gases (ROG) and nitrogen oxides (NO_X), which are known as ozone precursors. Ozone levels are highest from late spring through autumn when precursor emissions are high and meteorological conditions are warm and stagnant. Motor vehicles create the majority of reactive organic gas and nitrogen oxide emissions in the Bay Area region.

Exposure to levels of ozone above current ambient air quality standards can lead to human health effects such as lung inflammation and tissue damage and impaired lung functioning. Ozone exposure is also associated with symptoms such as coughing, chest tightness, shortness of breath, and the worsening of asthma symptoms. The greatest risk for harmful health effects belongs to outdoor workers, athletes, children, and others who spend greater amounts of time outdoors during smoggy periods. Elevated ozone levels can reduce crop and timber yields, as well as damage native plants. Ozone can also damage materials such as rubber, fabrics, and plastics.

Table 9.1
FEDERAL AND STATE AMBIENT AIR QUALITY STANDARDS

Pollutant	Averaging Time	Federal Primary Standard[1]	State Standard[2]
Ozone (O_3)	8-Hour	0.075 ppm[3]	0.07 ppm
	1-Hour	--	0.09 ppm
Carbon Monoxide (CO)	8-Hour	9.0 ppm	9.0 ppm
	1-Hour	35.0 ppm	20.0 ppm
Nitrogen Dioxide (NO_2)	Annual Average	0.05 ppm	0.03 ppm
	1-Hour	--	0.18 ppm
Sulfur Dioxide (SO_2)	Annual Average	0.03 ppm	--
	24-Hour	0.14 ppm	0.04 ppm
	1-Hour	--	0.25 ppm
Particulates (PM_{10})	Annual Average	--	20 ug/m3
	24-Hour	150 ug/m3	50 ug/m3
Particulates ($PM_{2.5}$)	Annual Average	15 ug/m3	12 ug/m3
	24-Hour	35 ug/m3	--
Lead (Pb)	3-Month	1.5 ug/m3	--
	30-Day	--	1.5 ug/m3
Sulfates	24-Hour	--	25 ug/m3
Hydrogen Sulfide	1-Hour	--	0.03 ppm
Vinyl Chloride	24-Hour	--	0.01 ppm

SOURCE: California Air Resources Board, Ambient Air Quality Standards (2/22/07) and http://www.arb.ca.gov/research/aaqs/aaqs2.pdf.

ppm = parts per million, ug/m3 = micrograms per cubic meter

[1] Federal standards other than for ozone and those based on annual averages or annual arithmetic means are not to be exceeded more than once a year.

[2] California standards for ozone, carbon monoxide (except Lake Tahoe), nitrogen dioxide, sulfur dioxide (1-hour and 24-hour), and PM_{10} are values that are not to be exceeded. The standards for lead are not to be equaled or exceeded. If the standard is for a 1-hour, 8-hour or 24-hour average, then some measurements may be excluded. In particular, measurements are excluded which CARB determines would occur less than once per year on the average.

[3] On March 12, 2008, the EPA revised the federal 8-hour ozone standard from 0.080 ppm to 0.075 ppm.

In April 2005, CARB approved a new 8-hour standard of 0.070 ppm and retained the one-hour ozone standard of 0.09 ppm after an extensive review of the scientific literature. Evidence from the reviewed studies indicate that significant harmful health effects could occur among both adults and children if exposed to levels above these standards.

(b) Carbon Monoxide (CO). CO is a non-reactive pollutant that is highly toxic, invisible, and odorless. It is formed by the incomplete combustion of fuels. The largest sources of CO emissions are motor vehicles, wood stoves, and fireplaces. Unlike ozone, CO is directly emitted to the atmosphere. The highest CO concentrations occur during the nighttime and early mornings in late fall and winter. CO levels are strongly influenced by meteorological factors such as wind speed and atmospheric stability.

The health threat from elevated ambient levels of CO is most serious for those who suffer from heart disease, chronic lung disease, and anemia. For a person with heart disease, a single exposure to CO at relatively low levels may cause chest pain and reduce that person's ability to exercise; repeated exposure may contribute to other cardiovascular effects. High levels of CO can also affect healthy people. People who breathe high levels of CO can develop vision problems, reduced ability to work or learn, reduced manual dexterity, and difficulty performing complex tasks. At extremely high levels, CO is poisonous and can cause death. CO levels measured in the Bay Area are well below the health-based standards.

(c) Nitrogen Dioxide (NO_2). NO_2 is an essential ingredient in the formation of ground-level ozone pollution. NO_2 is one of the nitrogen oxides (NO_x) emitted from high-temperature combustion processes, such as those occurring in trucks, cars, and power plants. Home heaters and gas stoves also produce NO_2 in indoor settings.

Besides causing adverse health effects, NO_2 is responsible for the visibility reducing reddish-brown tinge seen in smoggy air in California. NO_2 is a reactive, oxidizing gas capable of damaging cells lining the respiratory tract. Studies suggest that NO_2 exposure to levels near the current standard may worsen the effect of allergens in allergic asthmatics, especially in children. Levels measured in the Bay Area are well below current standards.

(d) Sulfur Dioxide (SO_2). SO_2 is a colorless gas with a pungent, irritating odor. Its major sources are diesel vehicle exhaust, coal- and oil-powered power plants, and various industrial processes. SO_2 can aggravate "chronic obstruction" lung disease and increase the risk of acute and chronic respiratory disease. SO_2 is an ingredient in acid rain, which can damage trees, waterbodies, and property, and can reduce visibility.

(e) Particulate Matter (PM_{10} and $PM_{2.5}$). Particulate matter (PM) is a complex mixture of tiny particles that consists of dry solid fragments, solid cores with liquid coatings, and small droplets of liquid. These particles vary greatly in shape, size, and chemical composition, and can be made up of many different materials such as metals (including lead), soot, soil, and dust. Particles 10 microns or less in diameter are defined as "respirable particulate matter" or "PM_{10} ".

Fine particles are 2.5 microns or less in diameter ($PM_{2.5}$) and can contribute significantly to regional haze and reduction of visibility. Inhalable particulates come from smoke, dust, aerosols, and metallic oxides. Although particulates are found naturally in the air, most particulate matter found in the Bay Area are emitted either directly or indirectly by motor vehicles, industry, construction, agricultural activities, and wind erosion of disturbed areas. Most $PM_{2.5}$ is comprised of combustion products such as smoke.

Extensive research reviewed by CARB indicates that exposure to outdoor PM_{10} and $PM_{2.5}$ levels exceeding current ambient air quality standards is associated with increased risk of hospitalization for lung and heart-related respiratory illness, including emergency room visits for asthma. PM exposure is also associated with increased risk of premature deaths, especially in the elderly and people with pre-existing cardiopulmonary disease. In children, studies have shown associations between PM exposure and reduced lung function and increased respiratory symptoms and illnesses. Besides reducing visibility, the acidic portion of PM (nitrates, sulfates) can harm crops, forests, and aquatic and other ecosystems.

(f) Lead (Pb). Leaded gasoline (phased out of U.S. since 1996), paint (houses, cars), smelters (metal refineries), and manufacture of lead storage batteries have been the primary sources of lead released into the atmosphere. Lead has a range of adverse neurotoxic health effects; children are at special risk. Some lead-containing chemicals cause cancer in animals.

(g) Toxic Air Contaminants (TAC). TACs are a broad class of compounds known to cause morbidity or mortality (usually because they cause cancer or serious illness) and include, but are not limited to, the criteria air pollutants listed above. TACs are found in ambient air, especially in urban areas, and are caused by industry, agriculture, fuel combustion, and commercial operations (e.g., dry cleaners). TACs are typically found in low concentrations, even near their source (e.g., benzene near a freeway). Because chronic exposure can result in adverse health effects, TACs are regulated at the regional, state, and federal level. The identification, regulation, and monitoring of TACs is relatively new compared to that for criteria air pollutants that have established ambient air quality standards. TACs are regulated or evaluated on the basis of risk to human health rather than comparison to an ambient air quality standard or emission-based threshold.

(h) Asbestos. Asbestos is a fibrous mineral, which is both naturally occurring in ultramafic rock (a rock type commonly found in California), and used as a processed component of building materials. Because asbestos has been proven to cause serious adverse health effects, such as asbestosis and lung cancer, it is strictly regulated either based on its natural widespread occurrence or in its use as a building material. The BAAQMD regulates the demolition of buildings and structures that may contain asbestos. The provisions that cover these operations are found in BAAQMD Regulation 11, Rule 2: *Hazardous Materials; Asbestos Demolition, Renovation and Manufacturing* (also see chapter 11, Hazards and Hazardous Materials, of this EIR).

(i) Diesel Exhaust. Diesel exhaust is the predominant TAC in urban air, with the potential to cause cancer. It is estimated to represent about two-thirds of the cancer risk from TACs (based on the statewide average). According to CARB, diesel exhaust is a complex mixture of gases, vapors, and fine particles. This complexity makes the evaluation of health effects of diesel exhaust a complex scientific issue. Some of the chemicals in diesel exhaust, such as benzene and formaldehyde, have been previously identified as TACs by CARB, and are listed as carcinogens either under the state's Proposition 65 or under the federal Hazardous Air Pollutants programs. California has adopted a comprehensive diesel risk reduction program. The EPA and CARB have adopted low sulfur diesel fuel standards that will reduce diesel particulate matter substantially. These standards went into effect in June 2006.

(j) Greenhouse Gases and Global Climate Change. Gases that trap heat in the atmosphere are referred to as greenhouse gases (GHGs) because they capture heat radiated from the sun as it is reflected back into the atmosphere, much like a greenhouse does. The accumulation of GHGs has been implicated as a driving force for global climate change. Climate change is

commonly used interchangeably with "global warming" and the "greenhouse effect." Definitions of climate change vary between and across regulatory authorities and the scientific community, but in general can be described as the changing of the earth's climate caused by natural fluctuations and human activities which alter the composition of the global atmosphere.

Individual projects contribute to the cumulative effects of climate change by emitting GHGs during demolition, construction, and operational phases. The principal GHGs are carbon dioxide, methane, nitrous oxide, ozone, and water vapor. (Ozone--not directly emitted, but formed from other gases--in the troposphere, the lowest level of the earth's atmosphere, also contributes to retention of heat.) While the presence of the primary GHGs in the atmosphere are naturally occurring, carbon dioxide (CO_2), methane, and nitrous oxide (N_2O) are largely emitted from human activities, accelerating the rate at which these compounds occur within the earth's atmosphere. Carbon dioxide is the "reference gas" for climate change, meaning that emissions of GHGs are typically reported in "carbon dioxide-equivalent" measures. Emissions of carbon dioxide are largely by-products of fossil fuel combustion, whereas methane results from off-gassing associated with agricultural practices and landfills. Other GHGs, with much greater heat-absorption potential than carbon dioxide, include hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride, and are generated in certain industrial processes. There is international scientific consensus that human-caused increases in GHGs have and will continue to contribute to global warming, although there is uncertainty concerning the magnitude and rate of the warming. Potential global warming impacts in California may include, but are not limited to, loss in snow pack, sea level rise, more extreme heat days per year, more high ozone days, more large forest fires, and more drought years.[1] Secondary effects are likely to include global rise in sea level, impacts to agriculture, changes in disease vectors, and changes in habitat and biodiversity.

The California Energy Commission (CEC) estimated that in 2004 California produced 500 million gross metric tons (about 550 million U.S. tons) of carbon dioxide-equivalent GHG emissions.[2] The CEC found that transportation is the source of 38 percent of the State's GHG emissions, followed by electricity generation (both in-state and out-of-state) at 23 percent and industrial sources at 13 percent.[3] In the Bay Area, fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of the Bay Area's GHG emissions, accounting for just over half of the Bay Area's 85 million tons of GHG emissions in 2002. Industrial and commercial sources were the second largest contributors of GHG emissions with about one-fourth of total emissions. Domestic sources (e.g., home water heaters, furnaces, etc.) account for about 11 percent of the Bay

[1]California Air Resources Board (CARB), 2006a. Climate Change website (http://www.arb.ca.gov/cc/120106workshop/intropres12106.pdf), accessed December 4, 2007.

[2]Because of the differential heat absorption potential of various GHGs, GHG emissions are frequently measured in "carbon dioxide-equivalents," which present a weighted average based on each gas's heat absorption (or "global warming") potential.

[3]California Energy Commission, *Inventory of California Greenhouse Gas Emissions and Sinks: 1990 to 2004--Final Staff Report*, publication # CEC-600-2006-013-SF, December 22, 2006; and January 23, 2007 update to that report. Available on the internet at: http://www.arb.ca.gov/cc/ccei/emsinv/emsinv.htm.

Area's GHG emissions, followed by power plants at 7 percent. Oil refining currently accounts for approximately 6 percent of the total Bay Area GHG emissions.[1]

9.1.5 Current Air Quality

The BAAQMD operates a regional air quality monitoring network that provides information on ambient concentrations of criteria air pollutants. Monitored ambient air pollutant concentrations reflect the number and strength of emission sources and the influence of climate and topography. Table 9.2 presents a five-year summary (2002-2006) of monitoring data from the monitoring station closest to the Project Area for those pollutants for which the overall Bay Area is, or has been, designated "nonattainment" (i.e., exceed federal or state standards).

The monitoring data shown in Table 9.2 were collected at the BAAQMD monitoring station on Arkansas Street in San Francisco. This station is located a few miles north of the Project Area. As shown by the table, the two air pollutants of primary concern in San Francisco are ozone and PM_{10}. The state 1-hour ozone standard has not been exceeded since 2001 in San Francisco;[2] however, ozone standards have been exceeded in the overall Bay Area many times since 2001, and San Francisco pollutants contribute to these regional ozone exceedances. In addition, the state daily PM_{10} standard was exceeded occasionally over the past five years, though not since 2004.

9.1.6 Existing Pollutant Sources and Sensitive Receptors in the Project Area

The largest existing source of pollutants in the Project Area are vehicles on the local roadway network. In addition, industrial activities, commercial businesses, and homes in and near the Project Area contribute air pollutants through industrial processes and combustion of fuels for space heating and water heating. Locomotives operating on the rail lines east of the Schlage Lock site are another existing source of pollutants.

The BAAQMD defines sensitive receptors as facilities where sensitive receptor population groups (children, the elderly, the acutely ill, and the chronically ill) are likely to be located. These land uses include residences, schools, playgrounds, child care centers, retirement homes, convalescent homes, hospitals, and medical clinics. There are numerous such receptors in and near the Project Area.

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[1]BAAQMD, *Source Inventory of Bay Area Greenhouse Gas Emissions: Base Year 2002*, November 2006. Available on the internet at: http://www.baaqmd.gov/pln/ghg_emission_inventory.pdf.

[2]Measured ambient concentrations of ozone did *meet* the state 1-hour ozone standard in 2003 and 2004. However for the purposes of evaluating attainment relative to the California Clean Air Act, concentrations must *exceed* the state 1-hour standards to be in violation.

Table 9.2
SAN FRANCISCO AIR QUALITY DATA SUMMARY (2002-2006)

Pollutant	Standard[1]	Monitoring Data by Year[2] 2002	2003	2004	2005	2006
Ozone:						
Highest 1-Hour Average (ppm)[3]		0.05	0.09	0.09	0.06	0.05
Days over State Standard	0.09	0	0	0	0	0
Days over Federal Standard	0.12	0	0	0	0	0
Highest 8-Hour Average (ppm)[3]	0.08	0.05	0.06	0.06	0.05	0.05
Days over Federal Standard		0	0	0	0	0
Carbon Monoxide:						
Highest 8-Hour Average (ppm)[3]	9.0	2.6	2.8	2.2	2.1	2.1
Days over State Standard		0	0	0	0	0
Particulate Matter (PM_{10}):						
Highest 24-Hour Average -						
State (ug/m3)[3,4]	50	**78.6**	**51.7**	**51.8**	**46.4**	**61.4**
Federal (ug/m3)[3,4]	150	74.1	50.8	48.6	44.6	58.0
Estimated days over State Standard[5]		24	6	6	0	0
Estimated days over Federal Standard[5]		0	0	0	0	0
State Annual Average (ug/m3)[3,4]	20	**26.0**	**22.7**	**22.5**	**20.1**	**22.9**
Federal Annual Average (ug/m3)[3,4]	50	24.7	21.8	21.6	19.2	22.0
Particulate Matter ($PM_{2.5}$):						
Highest 24-Hour Average -						
Federal (ug/m3)[3,4]	65	**70.2**	41.6	45.8	43.6	54.3
Estimated days over Federal Standard[5]		4	0	0	0	0
State Annual Average (ug/m3)[3,4]	12	**13.1**	10.1	11.2	9.5	8.7
National Annual Average (ug/m3)[3,4]	15	13.1	10.1	9.9	9.5	NA

SOURCE: California Air Resources Board, Summaries of Air Quality Data, 2002 through 2006; hftp:/twww.arb.ca.gov/adam.

Notes:

[1] Generally, state standards are not to be exceeded, and federal standards are not to be exceeded more than once per year. The federal 1-hour standard for ozone (0.12 ppm) and the federal annual average standard for PM_{10} (50 ug/m3) have since been revoked, but they were in effect at the time these data were collected.
[2] Data are from the Arkansas Street station in San Francisco.
[3] ppm = parts per million; ug/m3 = micrograms per cubic meter.
[4] State and federal data for PM_{10} vary because state statistics are based on California approved samplers, whereas federal statistics are based on samplers using federal reference or equivalent methods.
[5] PM_{10} is not measured every day of the year. Therefore, the number of days the standard is exceeded in the entire year is estimated based on the collected data.

Values in **bold** are in excess of applicable standard. NA = Not Available.

9.2 REGULATORY FRAMEWORK

9.2.1 Regional Air Quality Plans and Attainment Status

The 1977 federal Clean Air Act Amendments require that each regional planning and air pollution control agency prepare a regional air quality plan. The plan must outline the measures by which both stationary and mobile sources of pollutants can be controlled in order to achieve all standards specified in the federal Clean Air Act. The 1988 California Clean Air Act also requires development of air quality plans and strategies to meet state air quality standards in areas designated as nonattainment (with the exception of areas designated as nonattainment for the state PM standards). Maintenance plans are required for attainment areas that had previously been designated nonattainment in order to ensure continued attainment of the standards. Air quality plans developed to meet federal requirements are referred to as State Implementation Plans (SIPs).

The BAAQMD prepares air quality attainment and maintenance plans for the Bay Area in cooperation with the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG). Currently, there are three air quality plans for the Bay Area. These are:

- the *Ozone Attainment Plan for the 1-Hour National Ozone Standard* (ABAG, 2001), developed to meet federal ozone air quality planning requirements,

- the adopted *Bay Area 2005 Ozone Strategy* (BAAQMD, 2006), developed to meet the planning requirements related to the state ozone standard; and

- the 1996 *Carbon Monoxide Redesignation Request and Maintenance Plan for Ten Federal Planning Areas,* developed by the air districts with jurisdiction over the ten planning areas, including the BAAQMD, to ensure continued attainment of the federal carbon monoxide standard. In June 1998, the EPA approved this plan and designated the ten areas as attainment. The maintenance plan was revised most recently in 2004.

The *Ozone Attainment Plan* (2001) was prepared as a proposed revision to the Bay Area part of California's plan to achieve the federal ozone standard. The plan was prepared in response to U.S. EPA's partial approval and partial disapproval of the Bay Area's 1999 *Ozone Attainment Plan*, including a finding of failure to attain the national ambient air quality standard for ozone. The Revised Plan was adopted by the Boards of the co-lead agencies and approved by the California Air Resources Board (CARB) in 2001. In July 2003, EPA signed a rulemaking proposing to approve the Plan. EPA also made an interim final determination that the Plan corrects deficiencies identified in the 1999 Plan.

Following three years of low ozone levels (2001, 2002, and 2003), in October 2003, the EPA proposed a finding that the Bay Area had attained the national one-hour standard and that certain components of the 2001 Plan were no longer required. In April 2004, the EPA made final the finding that the Bay Area had attained the one-hour standard and approved the remaining applicable components of the 2001 Plan: emission inventory, control measure commitments, motor vehicle emission budgets, reasonably available control measures, and commitments to further study measures.

EPA recently transitioned from the federal 1-hour ozone standard to a more health protective 8-hour standard. In April 2004, EPA designated regions for the new federal 8-hour standard.

Defined as "concentration-based," the new ozone standard was set at 0.080 parts per million (ppm) averaged over eight hours. The new standard was considered to be more health protective because it protected against health effects that occur with longer exposure to lower ozone concentrations. On March 12, 2008, the EPA revised the 8-hour ozone standard from 0.080 ppm to 0.075 ppm.

Also in April 2004, the EPA designated regions as attainment and nonattainment areas for the 8-hour standard. These designations took effect on June 15, 2004. EPA formally designated the Bay Area as a nonattainment area for the national 8-hour ozone standard, and classified the region as "marginal" according to five classes of nonattainment areas for ozone, which range from "marginal" to "extreme." Marginal nonattainment areas were given an attainment date of Jun 15, 2007, although there was no requirement for these areas to demonstrate their attainment. The marginal nonattainment status for the Bay Area remains after passage of the original attainment deadline, but no sanctions are being considered. The EPA's revision of its 8-hour ozone standard from 0.080 ppm to 0.075 ppm began a new designation/attainment planning process that will eventually determine a new attainment deadline. Currently, CARB has until March 2009 to recommend new attainment designations to the EPA. By March 2010, EPA will make final designations. Attainment plans will be due three years later, in 2013. Revised attainment dates will be established by the EPA at the time of redesignation.[1]

For state air quality planning purposes, the Bay Area is classified as a "serious" non-attainment area for ozone. The serious classification triggers various plan submittal requirements and transportation performance standards. One such requirement is that the Bay Area update its Clean Air Plan (CAP) every three years to reflect progress in meeting the air quality standards and to incorporate new information regarding the feasibility of control measures and new emission inventory data. The Bay Area's record of progress in implementing previous measures must also be reviewed. On January 4, 2006, the BAAQMD adopted the most recent revision to the CAP--the *Bay Area 2005 Ozone Strategy*. The control strategy for the 2005 Ozone Strategy is to implement all feasible measures on an expeditious schedule in order to reduce emissions of ozone precursors and consequently reduce ozone levels both in the Bay Area and downwind regions.

In April 2005, CARB established a new 8-hour average ozone standard of 0.07 ppm. The new standard took effect in 2006. CARB is currently working on designations and implementation guidance for the new standard. The 1-hour state standard has been retained. The San Francisco Bay Area has not attained the state 8-hour standard, and will be taking action as necessary to address attainment.

9.2.2 San Francisco General Plan

(a) General Plan Air Quality Element. The adopted San Francisco General Plan *Air Quality Element* contains the following objectives and policies relevant to air quality in the Project Area:

- *Adhere to state and federal air quality standards and regional programs.* (Objective 1)
- *Cooperate with regional agencies to promote air quality improvement in San Francisco which, in turn, will contribute to air quality improvements at the regional level.* (Policy 1.1)

[1]David Burch, Environmental Planner, BAAQMD; telephone conversation with Don Ballanti, Certified Consulting Meteorologist, April 21, 2008.

- *Reduce mobile sources of air pollution through implementation of the Transportation Element of the General Plan.* (Objective 2)

- *Decrease the air quality impacts of development by coordination of land use and transportation decisions.* (Objective 3)

- *Take advantage of the high-density development in San Francisco to improve the transit infrastructure and also encourage high-density and compact development where an extensive transportation infrastructure exists.* (Policy 3.1)

- *Encourage mixed land use development near transit lines and provide retail and other types of service-oriented uses within walking distance to minimize automobile dependent development.* (Policy 3.2)

- *Continue existing City policies that require housing development in conjunction with office development, and expand this requirement to other types of commercial developments.* (Policy 3.3)

- *Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.* (Policy 3.4)

- *Continue existing growth management policies in the city and give consideration to the overall air quality impacts of new development, including its impact on the local and regional transportation system, in the permit review process. Ensure that growth will not outpace improvements to transit or the circulation system.* (Policy 3.5)

- *Link land use decision-making policies to the availability of transit, and consider the impacts of these policies on the local and regional transportation system.* (Policy 3.6)

- *Encourage and require planting of trees in conjunction with new development to enhance the pedestrian environment, and select species of trees that optimize achievement of air quality goals.* (Policy 3.9)

- *Minimize exposure of San Francisco's population, especially children and the elderly, to air pollutants.* (Policy 4.3)

- *Minimize particulate matter emissions from road and construction sites.* (Objective 5)

- *Encourage the use of building and other construction materials and methods which generate minimum amounts of particulate matter during construction as well as demolition.* (Policy 5.2)

- *Encourage emission reduction through energy conservation to improve air quality.* (Policy 6.1)

- *Encourage energy conservation through retrofitting of existing facilities.* (Policy 6.3)

(b) General Plan Environmental Protection Element. The adopted San Francisco General Plan *Environmental Protection Element* (Air Quality Section) contains the following objective and policies relevant to air quality in the Project Area:

- *Assure that the ambient air of San Francisco and the Bay Region is clean, provides maximum visibility, and meets air quality standards.* (Objective 4)

- *Support and comply with objectives, policies, and air quality standards of the Bay Area Air Quality Management District.* (Policy 4.1)

- *Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Element.* (Policy 4.2)

Also relevant to air quality, chapter 11 (Hazards and Hazardous Materials) of this EIR discusses mandated remediation activities and regulations.

The adopted San Francisco General Plan *Urban Design Element* contains the following policy relevant to air quality in the Project Area:

- *Protect residential areas from the noise, pollution, and physical danger of excessive traffic.* (Policy 4.1)

9.2.3 Statewide Actions

(a) Assembly Bill 32. In 2005, in recognition of California's vulnerability to the effects of climate change, Governor Schwarzenegger established Executive Order S-3-05, which sets forth a series of target dates by which statewide emission of greenhouse gases (GHG) would be progressively reduced, as follows: by 2010, reduce GHG emissions to 2000 levels; by 2020, reduce GHG emissions to 1990 levels; and by 2050, reduce GHG emissions to 80 percent below 1990 levels.[1]

In 2006, California passed the California Global Warming Solutions Act of 2006 (Assembly Bill No. 32; California Health and Safety Code Division 25.5, Sections 38500, et seq., or AB 32), which requires the California Air Resources Board (CARB) to design and implement emission limits, regulations, and other measures, such that feasible and cost-effective statewide GHG emissions are reduced to 1990 levels by 2020 (representing a 25 percent reduction in emissions).

AB 32 establishes a timetable for the CARB to adopt emission limits, rules, and regulations designed to achieve the intent of the Act. CARB staff is recommending a total of 44 discrete early action measures.[2] Measures that could become effective during implementation of the proposed redevelopment program could pertain to construction-related equipment operations. Some proposed early action measures will require new legislation to implement, some will require subsidies, some have already been developed, and some will require additional effort to evaluate and quantify. Applicable early action measures that are ultimately adopted will

[1]There are 12 exceptions to this requirement (e.g., emergency situations, military, adverse weather conditions, etc.), including: when a vehicle's power takeoff is being used to run pumps, blowers, or other equipment; when a vehicle is stuck in traffic, stopped at a light, or under direction of a police officer; when a vehicle is queuing beyond 100 feet from any restricted area; or when an engine is being tested, serviced, or repaired.

[2]California Air Resources Board (CARB), *Draft Expanded List of Early Action Measures to Reduce Greenhouse Gas Emissions in California Recommended for Board Consideration*, September 2007.

become effective during implementation of the proposed redevelopment program and could be subject to these requirements, depending on the proposed program's timeline.

9.2.4 Local Actions

(a) San Francisco Sustainability Plan. In July 1997, the San Francisco Board of Supervisors approved the *Sustainability Plan for the City of San Francisco,* establishing sustainable development as a fundamental goal of municipal public policy.

(b) Electricity Resource Plan (Revised December 2002). San Francisco adopted the *Electricity Resource Plan* to help address growing environmental health concerns in San Francisco's southeast community, home of two power plants. The Plan presents a framework for assuring a reliable, affordable, and renewable source of energy for the future of San Francisco.

(c) The Climate Action Plan for San Francisco. In February 2002, the San Francisco Board of Supervisors passed the Greenhouse Gas Emissions Reduction Resolution (Number 158-02) committing the City and County of San Francisco to a GHG emissions reduction goal of 20 percent below 1990 levels by the year 2012. In September 2004, the San Francisco Department of the Environment and the Public Utilities Commission published the *Climate Action Plan for San Francisco: Local Actions to Reduce Greenhouse Emissions.*[1]

The Climate Action Plan provides the context of climate change in San Francisco and examines strategies to meet the 20 percent GHG emissions reduction target. Although the Board of Supervisors has not formally committed the City to perform the actions addressed in the Plan, and many of the actions require further development and commitment of resources, the Plan serves as a blueprint for GHG emission reductions. The City is currently implementing a range of actions presented in the Plan.

(d) LEED Silver for Municipal Buildings. In 2004, the City of San Francisco amended Chapter 7 of the Environment Code, requiring all new municipal construction and major renovation projects to achieve LEED Silver Certification from the U.S. Green Building Council.

(e) Zero Waste. In 2004, the City committed to a goal of diverting 75 percent of its' waste from landfills by 2010, with the ultimate goal of zero waste by 2020. San Francisco currently recovers 69 percent of discarded material (also see section 15.3, Solid Waste Disposal/Recycling, of this EIR).

(f) Construction and Demolition Debris Recovery Ordinance. In 2006, the City adopted Ordinance No. 27-06, requiring all construction and demolition debris to be transported to a registered facility that can divert a minimum of 65 percent of the material from landfills. This ordinance applies to all construction, demolition, and remodeling projects in the city (also see section 15.3, Solid Waste Disposal/Recycling, of this EIR).

(g) Other Local Actions. The City has also passed ordinances to reduce waste from retail and commercial operations. Ordinance 295-06, the Food Waste Reduction Ordinance, prohibits the

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[1]San Francisco Department of the Environment and San Francisco Public Utilities Commission, *Climate Action Plan for San Francisco: Local Actions to Reduce Greenhouse Emissions*, September 2004.

use of polystyrene foam disposable food service ware and requires biodegradable/compostable or recyclable food service ware by restaurants, retail food vendors, City departments, and City contractors. Ordinance 81-07, the Plastic Bag Reduction Ordinance, requires stores located within the City and County of San Francisco to use compostable plastic, recyclable paper, and/or reusable checkout bags.

The San Francisco Planning Department and Department of Building Inspection have also developed a streamlining process for Solar Photovoltaic (PV) Permits and priority permitting mechanisms for projects pursuing LEED Gold Certification.

Each of the plans, policies, and ordinances discussed above in (a) through (g) includes measures that would decrease the amount of greenhouse gases emitted into the atmosphere and decrease San Francisco's overall contribution to climate change.

9.3 IMPACTS AND MITIGATION MEASURES

9.3.1 Significance Criteria

Based on the CEQA Guidelines,[1] BAAQMD impact assessment guidelines (BAAQMD Guidelines),[2] and current state and federal ambient air quality standards,[3] the proposed redevelopment program and its anticipated growth-inducing effects would create a significant impact on air quality if they would:

(1) Conflict with or obstruct implementation of the applicable air quality plan;

(2) Violate any air quality standard or contribute substantially to an existing or projected air quality violation;

(3) Result in a cumulatively considerable net increase of any criteria pollutant for which the redevelopment program region is non-attainment under an applicable federal or state ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors);

(4) Expose sensitive receptors to substantial pollutant concentrations;

(5) Have the potential to expose sensitive receptors or the general public to substantial levels of toxic air contaminants;

(6) Create objectionable odors affecting a substantial number of people;

(7) Contribute to carbon monoxide (CO) concentrations exceeding the State Ambient Air Quality Standard of 9 parts per million (ppm) averaged over 8 hours, or 20 ppm for one hour; or

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[1]CEQA Guidelines, Appendix G, item III(a-e).

[2]Bay Area Air Quality Management District. BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans; April 1996 (Revised December 1999).

[3]See previous Table 9.1.

(8) Generate criteria air pollutant emissions in excess of the BAAQMD annual or daily thresholds; the current thresholds are 15 tons/year or 80 pounds/day for reactive organic gases (ROG), nitrogen oxides (NO_x), or PM_{10}.

In addition, for construction-period air emissions impacts, the BAAQMD significance threshold for construction dust impact is based on the appropriateness of construction dust controls. The BAAQMD Guidelines provide feasible control measures for construction emission of PM_{10}. If the appropriate construction controls are to be implemented, then air pollutant emissions for construction activities would be considered less-than-significant.

9.3.2 Remediation and Construction Period Air Quality Impacts

Remediation and construction activities associated with Project-facilitated public and private development in the Project Area may include remediation of hazardous materials conditions (see EIR chapter 11--Hazards and Hazardous Materials), building demolition, building renovation or modification, grading, new building construction, landscaping, and paving. Such remediation and construction would generate pollutants intermittently. Generally, the most substantial air pollutant emissions would be dust generated from building demolition or site grading and diesel exhaust from construction equipment. The physical demolition of existing structures and other infrastructure can generate substantial dust. In addition to the dust created during demolition, substantial dust emissions could be created as debris is loaded into trucks for disposal; for example, for the proposed Redevelopment Zone 1 development, the number of trucks carrying excavated soil is anticipated to be a maximum of seven 22-ton trailer trucks per hour (49 trucks per day) over a ten-day period. Without adequate dust control measures, visible dust clouds extending beyond the construction or demolition site could occur.

Wind erosion and disturbance to exposed (graded) ground areas would also be sources of dust emissions. Dust can affect local air quality during construction in terms of elevated PM_{10} levels. Remediation and construction activities can generate exhaust emissions, primarily in the form of particulate matter (PM_{10} and $PM_{2.5}$) and nitrogen oxides. These emissions would contribute to both local and regional air quality levels. Construction activities are also a source of organic gas emissions. Solvents in adhesives, non-waterbase paints, thinners, some insulating materials, and caulking materials can evaporate into the atmosphere and participate in the photochemical reaction that creates urban ozone. Asphalt used in paving is also a source of organic gases for a short time after its application.

If uncontrolled, remediation and construction emissions associated with fugitive dust and construction equipment could lead to both health and nuisance impacts. Although temporary, such uncontrolled effects would represent a *significant adverse impact* on local air quality.

Impact 9-1: Remediation- and Construction-Related Air Quality Impacts. Remediation, demolition, and construction activities permitted and/or facilitated by the proposed redevelopment program may generate exhaust emissions and fugitive dust that could temporarily but noticeably affect local air quality. This would represent a ***potentially significant impact*** (see criteria 2, 4, and 6 in subsection 9.3.1, "Significance Criteria," above).

Mitigation 9-1A. For all discretionary ***demolition*** activity in the Project Area, require implementation of the following dust control measures by demolition contractors, where applicable:

- Water active demolition areas to control dust generation during demolition of structures and break-up of pavement.
- Cover all trucks hauling demolition debris from the site.
- Use dust-proof chutes to load debris into trucks whenever feasible.

The above measures may be revised or supplemented over time by new BAAQMD regulations. Implementation of these measures would reduce the demolition-related air quality impacts of the redevelopment program to a ***less-than-significant level***. [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]

Mitigation 9-1B. For all discretionary ***remediation, grading, or construction*** activity in the Project Area, require implementation of the following dust control measures by construction (also remediation) contractors, where applicable:

- Water all active remediation and construction areas at least twice daily, or as needed to prevent visible dust plumes from blowing off-site.
- Cover all trucks hauling soil, sand, and other loose materials.
- Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas, and staging areas at construction sites.
- Sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas at construction sites.
- Sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets.
- Hydroseed or apply (non-toxic) soil stabilizers to inactive construction areas (previously graded areas inactive for ten days or more).
- Limit the area subject to excavation, grading, and other construction activity at any one time.

(continued)

Mitigation 9-1B (continued):

The above measures may be revised or supplemented over time by new BAAQMD regulations. Implementation of these measures would reduce the remediation-, grading-, and construction-related dust impacts of the redevelopment program to a ***less-than-significant level***. [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]

Mitigation 9-1C. The following are measures to control emissions by diesel-powered construction (including remediation and demolition) equipment used by contractors, where applicable:

- Ensure that emissions from all on-site, diesel-powered construction equipment do not exceed 40 percent opacity for more than three minutes in any one hour. Any equipment found to exceed 40 percent opacity (or Ringelmann 2.0) shall be repaired or replaced immediately.
- The contractor shall install temporary electrical service whenever possible to avoid the need for independently powered equipment (e.g., compressors).
- Diesel equipment standing idle for more than three minutes shall be turned off. This would include trucks waiting to deliver or receive soil, aggregate, or other bulk materials. Rotating drum concrete trucks could keep their engines running continuously as long as they were on-site and away from residences.
- Properly tune and maintain equipment for low emissions.
- Use late model heavy-duty diesel-powered equipment at each construction site to the extent that the equipment is readily available in the San Francisco Bay Area.
- Use diesel-powered equipment that has been retrofitted with after-treatment products (e.g., engine catalysts) to the extent that it is readily available in the San Francisco Bay Area.
- Enclose, cover, water twice daily, or apply (non-toxic) soil binders to exposed stockpiles (dirt, sand, etc.).
- Limit traffic speeds on unpaved roads to 15 miles per hour.

(continued)

Mitigation 9-1C (continued):

- Install sandbags or other erosion control measures to prevent silt runoff to public roadways.
- Replant vegetation in disturbed areas as quickly as possible.
- Install wheel washers for all exiting trucks, or wash off the tires or tracks of all trucks and equipment leaving the site.
- Install wind breaks, or plant trees/vegetation wind breaks at windward side(s) of construction sites.
- Suspend excavation and grading where winds (instantaneous gusts) exceed 25 miles per hour.
- Use low-emission diesel fuel and/or biodiesel for all heavy-duty diesel-powered equipment operating and refueling at each construction site to the extent that the fuel is readily available and cost effective in the San Francisco Bay Area (this does not apply to diesel-powered trucks traveling to and from the site).
- Utilize alternative fuel construction equipment (i.e., compressed natural gas, liquid petroleum gas, and unleaded gasoline) to the extant that the equipment is readily available and cost effective in the San Francisco Bay Area.

The above measures may be revised or supplemented over time by new BAAQMD regulations. Implementation of these measures would reduce the remediation-, demolition-, and construction-related air quality impacts of diesel-powered equipment to a ***less-than-significant level***. [Additional, mandatory procedures for soil excavation and handling during remediation are described in EIR chapter 11, Hazards and Hazardous Materials.]

Some buildings that may be demolished under the redevelopment program may include materials containing asbestos that would have to be removed. Asbestos is a fibrous mineral, which is both naturally occurring in ultramafic rock (a rock type commonly found in California), and used as a processed component of building materials. Because asbestos has been proven to cause serious adverse health effects, such as asbestosis and lung cancer, it is strictly regulated either based on its natural widespread occurrence or in its use as a building material. The BAAQMD regulates the demolition of buildings and structures that may contain asbestos. The provisions that cover these operations are found in BAAQMD Regulation 11, Rule 2: *Hazardous Materials; Asbestos Demolition, Renovation and Manufacturing* (also see chapter 11, Hazards and Hazardous Materials, of this EIR).

The individual project contractor would be required to implement standard state and federal procedures for asbestos containment and worker safety. Specifically, the demolition,

renovation, or removal of asbestos-containing building materials is subject to the limitations of BAAQMD Regulation 11, Rule 2. The rule requires special handling of asbestos containing materials (e.g., by keeping materials continuously wetted). The Rule prohibits any visible emissions of asbestos-containing materials to outside air. Project applicants would be required to consult with the BAAQMD's Enforcement Division prior to commencing demolition of a building containing asbestos materials. If a project adheres to this requirement, asbestos-related impacts would be considered ***less-than-significant.***

9.3.3 Long-Term Local Air Quality Effects

Changes in Local Carbon Monoxide Levels. Development activity resulting from the redevelopment program would generate new vehicle trips and change traffic patterns. At the local level, the resultant pollutant of greatest concern is carbon monoxide. Concentrations ("hot spots") of carbon monoxide are greatest near intersections and roadways with congested traffic. Such carbon monoxide emissions can be a problem in wintertime when stagnant meteorological conditions occur (i.e., very little vertical or horizontal mixing of air in the lower atmosphere).

To evaluate "hot spot" potential, a microscale impact analysis was conducted adjacent to five signalized intersections most impacted by Project traffic (see Table 9.3). The intersections chosen were based on their level of service (LOS) and percentage contribution of Project-generated traffic. For this analysis, local carbon monoxide concentrations were estimated by applying the BAAQMD's methodology for manual calculation of concentrations along roadways and intersections to the results of the traffic study prepared for this EIR (see chapter 8, Transportation and Circulation). BAAQMD's methodology included an assumed wind direction parallel to the primary roadway, a wind speed of less than one meter per second, extreme atmospheric stability, and a receptor at the edge of the roadway--all of which are conservative assumptions consistent with CEQA.

As shown in Table 9.3, the analysis demonstrated that no exceedances would occur in the vicinity of the analyzed intersections under any of the Project or cumulative scenarios. Therefore, the effect of the Project on local carbon monoxide levels would be ***less-than-significant*** (see criterion 6 in subsection 9.3.1, "Significance Criteria," above). Carbon monoxide concentrations are projected to progressively lower compared to existing conditions due to improvements in the automobile fleet, increasing use of hybrid vehicles, attrition of older, high-polluting vehicles, and improved fuel mixtures. Such reductions would offset effects of increased traffic due to cumulative development. Thus, Project-related and cumulative traffic would have a ***less-than-significant*** impact on local carbon monoxide concentrations.

Mitigation. No significant local carbon monoxide impact has been identified; no mitigation is required.

9.3.4 Long-Term Regional Air Quality Effects

Compared to land use policy under the current San Francisco General Plan, growth facilitated by the redevelopment program would allow *more intensive* residential development in the Project Area. The Project would both provide for an increase in the number of residential units and in the amount of retail uses over existing conditions (see Table 3.1 in EIR chapter 3, Project Description). Project implementation would therefore result in an increase in *predicted* (i.e., based on current General Plan vs. proposed redevelopment program) vehicle miles traveled, which the BAAQMD CEQA Guidelines suggest as a measure of significance for plans and programs. However, the proposed redevelopment program also includes many features that

Table 9.3
ESTIMATED CARBON MONOXIDE CONCENTRATIONS AT SELECTED INTERSECTIONS IN PROJECT VICINITY

Intersection	Averaging Time (hours)	State Standard	Concentrations (ppm)[1] Existing[2]	Existing + Project	Cumulative (2025) + Project[2]
Bayshore/Sunnydale	1	20.0	6.5	7.0	6.0
	8	9.0	4.4	4.7	4.1
Bayshore/Visitacion	1	20.0	6.6	7.4	6.1
	8	9.0	4.5	5.0	4.1
Bayshore/Leland	1	20.0	6.9	7.7	6.2
	8	9.0	4.6	5.2	4.2
Bayshore/Arleta	1	20.0	7.1	8.0	6.2
	8	9.0	4.8	5.4	4.2
Bayshore/Blanken	1	20.0	7.0	7.9	6.2
	8	9.0	4.7	5.4	4.2

SOURCE: Donald Ballanti, Certified Consulting Meteorologist, December 2007.

[1] Concentrations (parts per million/ppm) result from a location 25 feet from the edge of the roadways that form the intersection. The carbon monoxide analysis focuses on the weekday peak-hour (AM or PM, depending on which is higher). Carbon monoxide estimates shown above include background concentrations of 5.4 ppm, one-hour average, and 3.6 ppm, eight-hour average, for 2007; and 5.2 ppm, one-hour average, and 3.5 ppm, eight-hour average, for 2025.

[2] Carbon monoxide concentrations are projected to progressively lower compared to existing conditions due to improvements in the automobile fleet, increasing use of hybrid vehicles, attrition of older, high-polluting vehicles, and improved fuel mixtures. Such reductions would offset effects of increased traffic due to cumulative development.

would reduce vehicular trip generation within the Project Area. In particular, the Project would provide for more housing concentration near available local and regional transit and convenient to services and employment.

These factors would tend to reduce the number of expected vehicle trips, and thus reduce air pollutant emissions. As described in EIR chapter 6 (Population and Housing), the Project would improve the balance between employed residents and jobs, by providing more housing.

Implementation of the redevelopment program would be expected to reduce the number of people that are in-commuting to jobs located in the Project Area, thereby reducing air pollutant emission contributions.

Overall, the proposed redevelopment program is expected to induce an increased rate and amount of growth within the Project Area. Resultant additional vehicle trips to and from the Project Area would generate new mobile air pollutant emission increases. The Project also would result in an increase in air pollutant emissions from a variety of area sources (e.g., space and water heaters, landscape maintenance equipment).

Project-facilitated growth in terms of potential net additional air pollutant emissions was evaluated using the URBEMIS 2007 model (Version 9.2.2). The incremental changes to land use under the proposed redevelopment program were input into the model assuming the Project would reach full buildout by the year 2025 (see Table 3.1 in EIR chapter 3, Project Description). The URBEMIS 2007 model calculates emissions from vehicle travel (including tire and road dust) and area sources such as space/water heating and landscape equipment. Inputs to the model include size and types of land uses proposed, geographic region, season, and year of analysis. The model also included inputs specific to the City of San Francisco and this EIR's traffic analysis (see chapter 8), such as shorter vehicular trip lengths and increased transit and bicycle use. Results are shown in Table 9.4.

Guidelines for the evaluation of project impacts issued by the BAAQMD consider emission increases of ozone precursors and PM_{10} to be significant if they exceed 80 pounds per day. Potential development in the Project Area facilitated by the redevelopment program is expected to generate increases over existing conditions in particulate matter (PM_{10}, mostly from vehicle tire and road dust) that would exceed the threshold of significance used by the BAAQMD, and would represent a *significant adverse impact* on regional air quality.

Impact 9-2: Long-Term Regional Emissions Impacts. Development in accordance with the proposed redevelopment program would generate traffic-related regional air pollutant emission increases that would exceed the applicable thresholds of significance for particulate matter (PM_{10}). This Project-related effect is considered a ***significant project and cumulative impact*** (see criteria 1, 2, 3, 4, and 8 in subsection 9.3.1, "Significance Criteria," above).

The Design for Development and the Planning Code provide urban design requirements and guidelines that would serve as emission-reducing strategies in the Project Area. All new streets would be designed with general sidewalks, enhanced landscaping, bike parking, and traffic calming measures as incentives for pedestrian, bicycle, and transit modes of travel. Furthermore, the Design for Development requires bike parking in all new residential

Table 9.4
ESTIMATED DAILY EMISSIONS FROM PROJECT-FACILITATED DEVELOPMENT

	Project Emissions (pounds/day)			
Air Pollutant	Area Source Emissions	Vehicular Emissions[1]	Total	Significance Threshold (pounds/day)
NO_x	15.98	43.98	59.96	80
PM_{10}	0.04	216.04	216.04	80
ROG	1.61	54.05	55.66	80
CO	11.85	530.15	542.00	550[2]

SOURCE: Don Ballanti, Certified Consulting Meteorologist; and DMJM Harris/AECOM, Transportation Consultants; December 2007.

[1] Emission factors were generated by the Air Board's URBEMIS2007 (Version 9.2.2) model for the San Francisco Bay Air Basin, and assume a default vehicle mix. For a worst-case analysis, all daily estimates are for summertime conditions except for CO, which assumes wintertime conditions.
[2] Projects for which mobile source CO emissions exceed 550 pounds per day do not necessarily have a significant air quality impact, but are required to estimate localized CO concentrations. Refer to previous Table 9.3 for analysis of Project CO emissions.

development and, along with the Planning Code, requires parking and showers for bicycle commuters to large employment centers.

Mitigation 9-2. In addition to those strategies already included in the Design for Development and Planning Code (see above), apply the following emissions control strategies where applicable to Project-facilitated discretionary mixed use, residential, commercial, and cultural development activities within the Project Area in order to reduce overall emissions from traffic and area sources.

Transportation:

- New or modified roadways should include bicycle lanes where reasonable and feasible.
- Provide transit information kiosks.
- Where practical, employment-intensive development proposals (e.g., retail) shall include measures to encourage use of public transit, ridesharing, van pooling, use of bicycles, and walking, as well as to minimize single passenger motor vehicle use.

(continued)

Mitigation 9-2 (continued):

- Develop parking enforcement and fee strategies that encourage alternative modes of transportation.
- Parking lots or facilities should provide preferential parking for electric or alternatively fueled vehicles.
- Implement and enforce truck idling restrictions of three minutes.
- Require large commercial land uses (e.g., 10,000 square feet or 25 employees) that would generate home-to-work commute trips to implement Transportation Demand Management (TDM) programs. Components of these programs should include the following (also see similar measures in *Mitigation 8-1C* [chapter 8, Transportation and Circulation] of this EIR):
  - a carpool/vanpool program, e.g., carpool ride-matching for employees, assistance with vanpool formation, provision of vanpool vehicles, etc.;
  - a transit use incentive program for employees, such as on-site distribution of passes and/or subsidized transit passes for local transit systems;
  - a guaranteed ride home program; and/or
  - a parking cash-out program for employees (where non-driving employees receive transportation allowance equivalent to the value of subsidized parking).

Building and Maintenance:

- Require energy efficient building designs that exceed State Title 24 building code requirements.
- Discourage use of gasoline-powered landscape equipment, especially two-stroke engines and motors (which burn and leak oil), for public park maintenance.
- Allow only low-emitting fireplaces for residential uses, such as those that burn only natural gas (standard City requirement for multi-family residences).

Implementation of these measures would assist in reducing identified Project-related and cumulative impacts on long-term regional PM_{10} emission levels by perhaps 10 to 20 percent; however, since a reduction of over 60 percent would be required to bring Project-related regional PM_{10} emission increases to below BAAQMD significance thresholds, the Project and cumulative effects on emission levels would represent a ***significant unavoidable impact***.

Greenhouse Gases Impacts. As indicated in subsection 9.1.4(j) (Greenhouse Gases and Global Climate Change) of this chapter, in 2006 the governor signed Assembly Bill 32 (AB 32) which charges the California Air Resources Board (CARB) to develop regulations on how the state will address global climate change. There are currently no published thresholds of significance for measuring the impact of global climate change on, or from, a project. Regulatory guidance on how to address the potential impacts of global climate change on or from an individual development project does not currently exist. Nevertheless, the State Attorney General's Office is now urging lead agencies to analyze project impacts on global climate change as part of the CEQA process.

The proposed redevelopment program would result in the construction of new residential and commercial uses in the Project Area. Therefore, the proposed Project would contribute to long-term increases in GHGs as a result of traffic increases (mobile sources) and residential and commercial operations associated with heating, electricity use, and solid waste disposal (area sources). Not including anticipated GHG reduction measures incorporated into the proposed Zone 1 development as a LEED-ND project (see below), direct Project emissions of carbon dioxide equivalents (CO_2-eq) (including CO_2, NO_x, and CH_4 emissions) resulting from net new development would include approximately 16,770 tons of CO_2-eq/year from transportation and 15,500 tons of CO_2-eq/year from heating, for a total of about 32,270 tons of CO_2-eq/year of Project-emitted GHGs. The Project would also indirectly result in GHG emissions from off-site electricity generation at power plants (approximately 3,170 tons of CO_2-eq/year) and from anaerobic decomposition of solid waste disposal at landfills, mostly in the form of methane (about 170 tons of CO_2-eq/year), for a direct and indirect GHG emissions total of approximately 35,610 tons of CO_2-eq/year.[1] This represents approximately 0.04 percent of total Bay Area GHGs emitted in 2002.[2]

The Project's incremental increases in GHG emissions associated with traffic increases and residential/commercial heating, electricity use, and solid waste disposal would contribute to regional and global increases in GHG emissions and associated climate change effects. Neither the state, BAAQMD, or City and County of San Francisco have developed guidelines or significance criteria for assessing a project's contribution of GHGs or evaluating its significance. However, no individual development project, such as the proposed Zone 1 development, could by itself generate sufficient emissions of GHGs to result in a significant impact in the context of the cumulative effects of GHG emissions such that it would impair the state's ability to implement AB 32. In recognition of the importance of climate change and its impacts on the environment, the proposed Project has incorporated the following improvement measures to reduce electricity consumption and the Project's overall GHG emissions, beyond regulatory standards:

- Siting buildings to take advantage of passive solar energy;
- Designing buildings to maximize daylighting;
- Generating on-site renewable energy (e.g., solar power, fuel cells);

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[1] Jessica Range, San Francisco Planning Department; written communication, May 27, 2008.

[2] The Bay Area Air Quality Management District (BAAQMD) reported regional Bay Area GHG emissions in 2002 at approximately 85 million CO_2-eq tons.

- Insulating new construction;
- Using low heat gain/loss windows;
- Re-using existing structures where feasible and utilizing demolition material on-site, where safe and feasible, where structures are not re-used; and
- Incorporating roof gardens, terraces, and patios to assist in energy efficiency and the reduction of heat island effects.

All new construction in Redevelopment Zone 1 would be designed to the highest level of current green building standards, and would meet or exceed the recommended levels developed by the Mayor's Task Force on Green Buildings.

Additionally, as described in section 3.9.5 (Design for Development "Green" Strategies) of this EIR, the proposed 2002 Schlage Lock Concept Plan, and the associated 2008 Design for Development-based development control program (which incorporates and builds upon the 2002 Concept Plan), have been accepted into the LEED-Neighborhood Developments (LEED-ND) Pilot Program, which is an inter-agency "green building" effort administered locally by SF Environment (the City's Department of the Environment). The LEED-ND Pilot Program has also been adopted by the Redevelopment Agency, Planning Department, Public Utilities Commission, and Municipal Transportation Agency (MUNI), as well as Pacific Gas & Electric and other entities.

LEED ("Leadership in Energy and Environmental Design") is a certification program established by the United State Green Building Energy Council (USGBEC) that has become the nationally accepted benchmark system for the design, construction, and operation of "green" buildings. LEED promotes a whole-systems approach to sustainability by recognizing performance in five key areas: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality. The following LEED-ND Pilot Program information has been provided by SF Environment for this EIR.[1]

The goal of the LEED-ND Pilot Program is to ensure that the LEED rating system is used as a practical application and effective tool for introducing smart growth, new urbanist, and green building practices to local planners and developers. The LEED certification scoring targets range from 40 points ("Certified") to 106 points ("Platinum"). Based on a preliminary LEED-ND (Neighborhood Developments) analysis, the Redevelopment Zone 1 development program as described in the 2002 Concept Plan and 2008 Design for Development (which incorporates and expands upon the 2002 Concept Plan) would score approximately 58 points (out of a possible 106), achieving a high LEED Silver "pre-review" certification. If the currently proposed sustainability strategies for Zone 1 are implemented, and associated green building standards and energy efficient systems are substantially deployed in the future Zone 1 built environment, there is a high likelihood that the future Zone 1 built environment could achieve LEED Gold or Platinum certifications (the highest levels).

In recognition of the importance of climate change and its impacts on the environment, the State of California Attorney General's office has compiled a list of GHG reduction measures that could

[1]Rich Chien, Residential Green Building Coordinator, SF Environment; written communication, July 26, 2007.

be applied to a diverse range of projects.[1] The proposed Project would meet the intent of many of the GHG reduction measures identified by the Attorney General's office: (1) As infill development, the Project would be constructed in an urban area with good transit access, reducing vehicle trips and vehicle miles traveled, and therefore the Project's transportation-related GHG emissions would tend to be less relative to the same amount of population and employment growth elsewhere in the Bay Area, where transit service is generally less available than in the central city of San Francisco;[2] (2) As new construction, the proposed Project would be required to meet California Energy Efficiency Standards for Residential and Nonresidential Buildings, helping to reduce future energy demand as well as reduce the Project's contribution to cumulative regional GHG emissions; (3) the proposed Project would also be required to comply with the Construction Demolition and Debris Recovery Ordinance (Ordinance No. 27-06), requiring at least 65 percent of all construction and demolition material to be diverted from landfills; and (4) the proposed Project would preserve existing street trees and plant approximately an additional 360 street trees, helping to regulate outdoor temperatures and aiding in carbon sequestration.[3]

In light of the above and state and local efforts to reduce GHG emissions, the proposed Project would not emit a substantial amount of greenhouse gases nor contribute significantly to global climate change. Therefore, the Project's impact on GHG emissions is considered ***less-than-significant***.

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[1]State of California, Department of Justice, "The California Environmental Quality Act: Addressing Global Warming Impacts at the Local Agency Level." Updated 3/11/08. Available at: http://ag.ca.gov/globalwarming/pdf/GW_mitigation_measures.pdf. Accessed 04/11/2008.

[2]The California Air Pollution Control Officer's *CEQA and Climate Change* (January 2008) white paper identifies infill development as yielding a "high" emissions reduction score (between 3-30%). This paper is available online at: http://www.capcoa.org/ceqa/CAPCOA%20White%20Paper%20-%20CEQA%20and%20Climate%20Change.pdf. Accessed April 15, 2008.

[3]Carbon sequestration is the capture and long-term storage of carbon dioxide before it is emitted into the atmosphere.

10. CULTURAL AND HISTORICAL RESOURCES

This EIR chapter describes possible impacts of the proposed Project on cultural (archaeological and historical) resources. The chapter presents the findings of a Historic Resources Technical Report prepared by Carey & Co. Inc., the EIR cultural resources consultant. The text of the technical report is included as appendix 20.4 in this EIR. The technical report and the State of California Department of Parks and Recreation Inventory Forms (523A and 523B) for the surveyed properties are available for review at the San Francisco Redevelopment Agency, 1 South Van Ness Avenue, 5th Floor, San Francisco and at the San Francisco Planning Department, 1650 Mission Street, 4th Floor, San Francisco.

10.1 SETTING

The neighborhood of Visitacion Valley is in the southeastern quadrant of San Francisco, bounded by McLaren Park to the north and west, U.S. Highway 101 to the east, and the city/county boundary to the south. The neighborhood physically extends beyond San Francisco's southern boundary into Daly City and Brisbane.

Largely overlooked by the building boom of the 1990s, the neighborhood has fallen into a state of decline, partially due to the closure of the Schlage Lock Factory in 1999 and the resulting loss of a key source of employment for community residents.

Leland Avenue, the community's commercial core, is characterized by a variety of residential, retail, and service-related uses. The scale of buildings ranges from single-story commercial buildings to three-story, mixed commercial and residential structures. The street has a pattern of narrow lots, generally 25 feet in width. Buildings typically front on the sidewalk and lack significant setbacks.

Bayshore Boulevard, a major transit corridor between Arleta Avenue and the city/county line, contains a mix of industrial, residential, and commercial properties, most located along the west side of the street. The large industrial buildings of the former Schlage Lock Factory dominate the east side of Bayshore Boulevard. The southern extension of the recently completed Muni Third Street Light Rail System (Muni T line) runs down the center of Bayshore Boulevard here, ending just south of the San Francisco city/county line.

10.1.1 Prehistoric Period

The northern portion of the San Francisco Peninsula, an area that is now the City and County of San Francisco, was home to the Yelamu tribe of the Ohlone Indians. The Yelamu spoke Ramaytush, a dialect of Costanoan. Costanoan (Ohlone), a member of the Utian language family, was spoken on the San Francisco Peninsula and throughout Santa Clara Valley and much of the East Bay.

The Yelamu spent much of the year split into three distinguishable village groups. One group moved seasonally along Mission Creek, from the village of Sitlintac on the bay shore to the village of Chutchui further inland. The second group moved between Amuctac and Tubsinte villages in the Visitacion Valley area. A third group lived seasonally near the beach area facing the sea and the Golden Gate (Petlenuc).

The structures of the Yelamu consisted of domed, thatched houses, sweat-houses, and storage structures. Yelamu technology included woven items such as fishing nets, ground stone tools fashioned from sedimentary and metamorphic rocks, chipped stone tools of obsidian and chert, and bone, wooden and shell items. The Yelamu played a key role in regional trade, transporting obsidian and other goods from the north and east across the Bay and down the Peninsula, while bringing coastal shells to the East Bay.

10.1.2 Historic Period

(a) Overview. This southeastern section of the city was "discovered" by a group of Spanish soldiers and Franciscan friars in 1777 when the party, having become lost in a thick fog, decided to camp overnight and in the morning found themselves in a picturesque valley. The date was July 2, also known in the Catholic Church as the Feast of the Visitacion of the Most Blessed Virgin to her cousin St. Elizabeth. Thus, the Catholic Church claimed the land, named it Visitacion Valley, and used the area for agricultural and grazing purposes. In 1834, the Mexican government seized these lands from the Church, and ownership was later granted to favored Californios.[1]

Some of the earliest non-native inhabitants of Visitacion Valley included Europeans hailing from countries such as France, Germany, Italy, and Malta, who began to cultivate the land with flower gardens, plant nurseries, and farms.[2] The Rossi family settled in Visitacion Valley after the end of the Civil War and became prominent land owners after purchasing a number of acres of rich farmland. They were followed by other Italian families.

Though the rural character of Visitacion Valley continued well into the twentieth century, there was a gradual shift in land use over the years to accommodate increasing industrial and residential development. By the late nineteenth century, a number of industries had begun to locate in Visitacion Valley. The Bodinson Manufacturing Company, which produced custom mining machinery and other industrial equipment, settled in the area in the early years of the twentieth century. They later sold property to the Schlage Lock Company. With the arrival of Southern Pacific Railway Company's freight station in the early twentieth century, Visitacion Valley became established as a major crossroads in the burgeoning industrial center of the Southern Pacific.[3]

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[1]Cynthia Cox and others, eds., *Images of America: San Francisco's Visitacion Valley.* (San Francisco: Arcadia Publishing, 2005), 7-11. Californios were Spanish-speaking inhabitants of New Spain's, and later Mexico's, Alta California, the area later annexed by the United States following the Mexican-American War in 1848. Californios included the descendants of European settlers from Spain and Mexico, as well as Mestizos and local Native Americans who adopted Spanish culture and converted to Catholicism.

[2]Ibid., 7.

[3]*The Visitacion: Story of Visitacion Valley, San Francisco.* San Francisco: Committee on Press and Publicity for the Benefit of the Church of the Visitacion, 1907.

In the years following the 1906 San Francisco earthquake and fire, from which Visitacion Valley emerged relatively unscathed, the area experienced a steady population increase as refugees from the city's center stayed and settled in the community. Also at that time, the Southern Pacific Railway filled a portion of the bay in order to construct a roundhouse and extensive train yards that extended south of the county line.

Two streetcar lines in operation by 1910--one running northeast along Bayshore Boulevard from Wilde Street and connecting to Market Street via Third Street, the other running along Geneva Avenue from Bayshore Boulevard to Mission Street--provided further catalysts for the development of the Visitacion Valley community.[1] By 1913, Visitacion Valley started to appear on Sanborn Fire Insurance maps, though some development existed prior to that time along Leland Avenue and Bayshore Boulevard (then San Bruno Avenue). Over the next 15 years, Visitacion Valley continued to change as farmland gave way to residential development, roads were paved, and Leland Avenue became the valley's core commercial thoroughfare.

From 1940 through the mid-1960s, Visitacion Valley was the setting for various federal housing projects. Many of these projects were part of the San Francisco Housing Authority's effort to provide housing for the 35,000 service members, war workers, and their families who had come to San Francisco in the 1940s.

(b) Leland Avenue. On the 1913-1915 Sanborn map, Leland Avenue featured a mix of residential and commercial establishments. The surrounding residential neighborhoods were sparsely populated, with dwellings of one to two stories set back from the lot lines. The 1913-1915 map indicates that, between Rutland Street and San Bruno Avenue, Leland Avenue had a budding commercial district containing approximately ten one-story dwellings, a French laundry complete with a windmill and water tower, a drugstore, a Hay & Grain, storage facilities, a Feed and Fuel Hall, and the Bay Shore Hotel, in addition to roughly 20 assorted stores.

As indicated by the 1913 Sanborn map updated to 1950, the number of retail establishments and other commercial properties on Leland Avenue had nearly doubled by 1950. A number of mixed use retail and residential buildings had been constructed, and a bakery, the Visitacion Valley Post Office, an upholstering business, a furniture store, a branch library, a doctor's office, and a bank had all been added to the growing commercial core of Visitacion Valley. The Schlage Lock Factory on Bayshore Boulevard was in full operation at that time, and the residential neighborhoods surrounding the facility were becoming more densely populated.

Leland Avenue still provides the local community with its commercial core. Although today a mixed use neighborhood with deteriorating buildings and dwindling commercial activity, the Project Area retains elements of the valley's history dating from the early twentieth century.

(c) Bayshore Boulevard. By 1860, what is now Bayshore Boulevard (originally called the San Bruno Toll Road) was operating. The traffic at this time primarily consisted of dairy workers traveling in horse-drawn wagons to dairy farms in South San Francisco and Brisbane. By 1913, the road was called San Bruno Avenue and sometimes Bay Shore Boulevard. By 1925, the road name was officially changed from San Bruno Avenue to Bayshore Boulevard.

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[1] Mary A. Danforth, ed. "Schlage Lock and Key: Schlage's Home Country...Visitacion Valley." (San Francisco: Schlage Lock Company, January-March, 1967), 2.

According to the 1913-1915 Sanborn map, development along Bayshore Boulevard between Arleta Avenue and the county line to the south was sparse.

Sanborn maps dating to 1950 show that the 2400 block of Bayshore Boulevard, just south of the Bay Shore Hotel, was primarily comprised of a set of retail buildings as well as a theater that showed moving pictures. The Schlage Lock Factory was well-established by this time, with numerous industrial buildings lining the eastern side of Bayshore Boulevard.

(d) Schlage Lock Site. The history of the Schlage Lock site (i.e., Redevelopment Zone 1) is discussed below in two sections, as the site was formerly occupied by two major companies, the Schlage Lock Company and the Southern Pacific Railroad Company. The western portion of the site along Bayshore Boulevard belonged to the Schlage Lock Company since the mid-1920s, and the eastern portion of the site along Tunnel Avenue was owned by the Southern Pacific Railroad Company since the turn of the twentieth century. Although these were two distinct businesses, company operations were interdependent.

(1) Schlage Lock Factory. Walter Reinhold Schlage founded a shop south of Market Street at 229 Minna Street in 1920. He later moved to 461 Bush Street where his first lock, one comprised of a cylindrical shaft with a door knob and push-button locking device, was designed and created.[1] In conjunction with the cylindrical push-button lock, Schlage implemented an "interchangeably manufactured" design, as it came to be called, which meant that for the first time lock parts could be chosen at random and assembled without the need for custom fitting.[2]

Schlage's company would make another move before realizing that more space was required to meet the great increase in staff and production volume. Schlage purchased a tract of 2.5 acres in the Visitacion Valley neighborhood in 1925. The new factory and administration buildings of Schlage Lock Company at 2601 Bayshore Boulevard were dedicated on Friday, June 25, 1926.

By the mid-1920s, overextension of company funds, in part due to the development of the new Bayshore facility, threatened the financial stability of the Schlage Lock Company. Local businessman and manufacturer Charles Kendrick responded to the company's plea for support with sizeable investments in the company. Kendrick's financial commitment to the company led to his appointment as Chief Executive of Schlage Lock Company in 1926 until his retirement in 1969. The Schlage-Kendrick partnership proved extremely successful and lasted until Schlage's death in 1946. The Schlage Lock Company continued to thrive under Kendrick and later his son.

In 1964, Schlage gained international status when it supplied all the lock hardware for the Pan American Building in New York City, the largest commercial office structure in the world at the time.

After Kendrick's retirement in 1969, the lock factory was acquired by the Ingersoll-Rand Company in 1974 and became part of the Ingersoll-Rand Door Hardware Group. The Schlage

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[1]Paul Van Slambrouck, *San Francisco Business*, March 1974: 29.

[2]"San Francisco Business", March 1974, vertical file, Schlage Lock Factory folder, History Room, San Francisco Public Library.

Lock Company continued to thrive and expand under the new management, entering markets in New Zealand, Australia, Canada, and Asia, as well as Central and South America.[1]

For decades, Schlage was an economic stronghold of Visitacion Valley, employing thousands from the neighborhood.[2] In 1974, *San Francisco Business* reported that the Schlage Lock Company in San Francisco employed some 1,600 people, making it the city's largest manufacturing firm. The factory played a significant part in the economic and employment base of the Visitacion Valley community for over 70 years, providing jobs to people living in the surrounding neighborhoods.

(2) Southern Pacific Railroad. The former Southern Pacific Railroad Company rails form the eastern boundary of the Schlage Lock site. Many industrial sites benefited from a proximity to the Southern Pacific Railroad for the distribution of goods and the transportation of clients and employees to and from the factory site.[3] The presence of the Southern Pacific Railroad presumably influenced Walter Schlage's decision to locate his company's headquarters in the area.

At the turn of the twentieth century, the Southern Pacific Railroad Company had begun filling the bay and building a tunnel, now used by Caltrain, at the corner of Blanken and Tunnel avenues. Southern Pacific provided commuter service to Visitacion Valley on the line called the "Bayshore Cutoff." Its first track was laid in 1906, and the cutoff opened in 1907.[4]

Concurrent with Southern Pacific's filling of the bay and laying of the track was the erection of various buildings in order to serve its workers.[5] Wood and metal-framed worker accommodations and offices were built along the western perimeter of the tracks. Currently, these lots formerly belonging to Southern Pacific are owned by the Universal Paragon Corporation (UPC), and the buildings are now occupied by various small-scale commercial operations.

10.1.3 Cultural Resource Surveys

For purposes of this EIR chapter, the Project Area includes, in part, the 20-acre Schlage Lock site[6] east of Bayshore Boulevard. The Project Area also includes other industrial and commercial properties along Bayshore Boulevard, as well as zero-lot-line commercial properties along the north and south sides of Leland Avenue, generally between Bayshore Boulevard and Rutland Street.

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[1] *San Francisco Business*, March 1974, 31.

[2] Ryan Blitstein, "Not for Sale by Owner," *SF Weekly* (8 March 2006).

[3] "SP Helps Develop the West," Southern Pacific Bulletin, December 1967, 20.

[4] John Signor, *Southern Pacific's Coast Line.* Wilton, California: Signature Press (1994).

[5] *Lock and Key*, January-March 1967, 11.

[6] Throughout this chapter, the terms "Schlage Lock Factory site" and "Schlage Lock Factory Historic Site" are meant to refer only to those buildings that were part of the Schlage Lock Factory. The "Schlage Lock site" and "Schlage Lock Historic Site," however, also include the adjacent buildings associated with the Southern Pacific Railroad.

Research on the properties within the Project Area was undertaken at the San Francisco Public Library, the Northwest Information Center at Sonoma State University, the San Francisco Office of the Assessor-Recorder, the San Francisco Planning Department, and the San Francisco Department of Building Inspection. Carey & Co. staff also met with local historians from the Visitacion Valley History Project during a site visit on October 20, 2006.

(a) Archaeological Survey. At the request of Carey & Co., a records search was conducted in September 2006 by the Northwest Information Center (NWIC) of the California Historical Resources Information System (CHRIS) located at Sonoma State University, to compile information about recorded prehistoric and historic site locations in the Project Area.[1] The NWIC findings regarding archaeological resources are summarized in subsection 10.1.4(a) of this EIR chapter.

(b) Architectural Survey. Carey & Co. conducted two surveys of properties within the Project Area. Properties within the Project Area located on either side of Leland Avenue, as well as those along Bayshore Boulevard, were surveyed on October 20, 2006. The Schlage Lock site was surveyed on November 19, 2006. During these site visits, Carey & Co. staff took digital photographs and noted the existing conditions, historic features, and architectural significance of each of the surveyed properties.

Carey & Co. completed a building-by-building assessment of the Project Area and prepared (1) a historic context statement for the Project Area, including the Schlage Lock site; (2) existing setting narratives describing existing conditions and historical resources within the Project Area, including an assessment of the eligibility of the Schlage Lock site for state or federal listing as a historical resource; (3) State of California Department of Parks and Recreation (DPR) 523A Primary Record and 523B Building-Structure-Object Record forms for all identified potential historical resources in the Project Area; and (4) 523A forms for all other individual parcels in the Project Area containing structures over 40 years old. The text of the technical report is included as appendix 20.5 of this EIR. The technical report and the DPR 523A and 523B forms for the surveyed properties are available for review at the San Francisco Redevelopment Agency, 1 South Van Ness Avenue, 5th Floor, San Francisco and at the San Francisco Planning Department, 1650 Mission Street, 4th Floor, San Francisco.

10.1.4 Summary of Findings

This section summarizes the findings of the cultural resource surveys.

(a) Archaeological Resources. The Northwest Information Center (NWIC) record search resulted in the following findings regarding archaeological resources.

The Project Area contains or is immediately adjacent to one recorded Native American or historic-period archaeological resource, CA-SFR-35, a Native American habitation site. The NWIC has record of six archaeological studies that in total cover only a small portion of the Project Area.

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[1] Letter from Jillian E. Gulderbrein, Researcher I, California Historical Resources Information System (CHRIS) Northwest Information Center (NWIC), to Sarah Hahn, Carey & Co., re. "Record search results for the proposed Visitacion Valley Project Site," September 21, 2006.

There are two potential archaeological resources that would likely be affected by development of the Schlage Lock site (i.e., Redevelopment Zone 1): the Ralston Shellmound and remains associated with the Union Pacific Silk Manufacturing Company.

Ralston Shellmound. The "Ralston Shellmound" is an unrecorded prehistoric shellmound that is only known to be documented in a scholarly journal article that appeared in 1876.[1] The shellmound underlies at least a portion of a silk factory that occupied part of the Schlage Lock site in the mid-1870's. It is likely that portions of the Ralston Shellmound are extant and that the prehistoric site would be potentially eligible for the California Register of Historical Resources (CRHR) for many reasons, among which would be its informational contribution to the study of San Francisco prehistory.

Union Pacific Silk Manufacturing Company (c. 1875-1876). William Ralston, a major San Francisco entrepreneur and adventure capitalist (e.g., Bank of California, Comstock Lode, Palace Hotel, Ralston Woolen Mills), established a silk-products factory, the Union Pacific Silk Manufacturing Company (UPSMC), on the Schlage Lock site.[2] The factory employed Chinese laborers. Architectural and foundational remains, industrial waste, domestic deposits (e.g., laborer barracks) in filled-in privies, wells, or trash pits associated with the silk factory or its labor force may provide significant archaeological information related to technological or labor practices. No documentary or archaeological research has been done on the UPSMC.

Beyond the Schlage Lock site (i.e., Redevelopment Zone 1), Native American cultural resources in this part of San Francisco have been found adjacent to the bay shore and creeks. The Project Area contains gently sloping terraces between two larger hills adjacent to the former bay shore. Given these environmental factors and the known site in or immediately adjacent to the Project Area, there is a high likelihood that unrecorded Native American cultural resources exist in the Project Area.

In addition, review of historical literature and maps indicated numerous historic-period buildings within the Project Area. There is therefore a high possibility of identifying associated historic-period archaeological resources (e.g., possibly buried under existing, newer buildings).

(b) Historical Architectural Resources. Carey & Co. identified the following structures and properties that appear to meet the CEQA definition of a "historical resource". Figure 10.1 shows the locations of the potential historical resources in the Project Area.

(1) Property Descriptions and Historical Resource Evaluations--Bayshore Boulevard and Leland Avenue. For properties on Bayshore Boulevard and Leland Avenue other than the Schlage Lock site,[3] this subsection provides a brief description of each potential historical property and an overall assessment of other properties.

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[1] Deans, James. "Eating and Cooking Implements Found on the Shores of the San Francisco Bay." *The Journal of the Anthropological Institute of Great Britain and Ireland.* Vol. 5. pp. 489-490. 1876.

[2] Henry G. Langley. San Francisco Directory. 1876; Humphreys, William. *Atlas of the City and County of San Francisco.* Plat 43. 1876; Mason, Franck. "The American Silk Industry and the Tariff," *American Economic Association Quarterly.* 11(4). December 1910.

[3] The property at 2201 Bayshore Boulevard is evaluated in subsection 10.1.4(b)(2) below as part of the Schlage Lock site.

Structures Built Before 1914

Four of the properties built during this period are found to be potential historical resources: 2400-2420 Bayshore Boulevard, 191 Leland Avenue, 196 Leland Avenue, and 198 Leland Avenue.

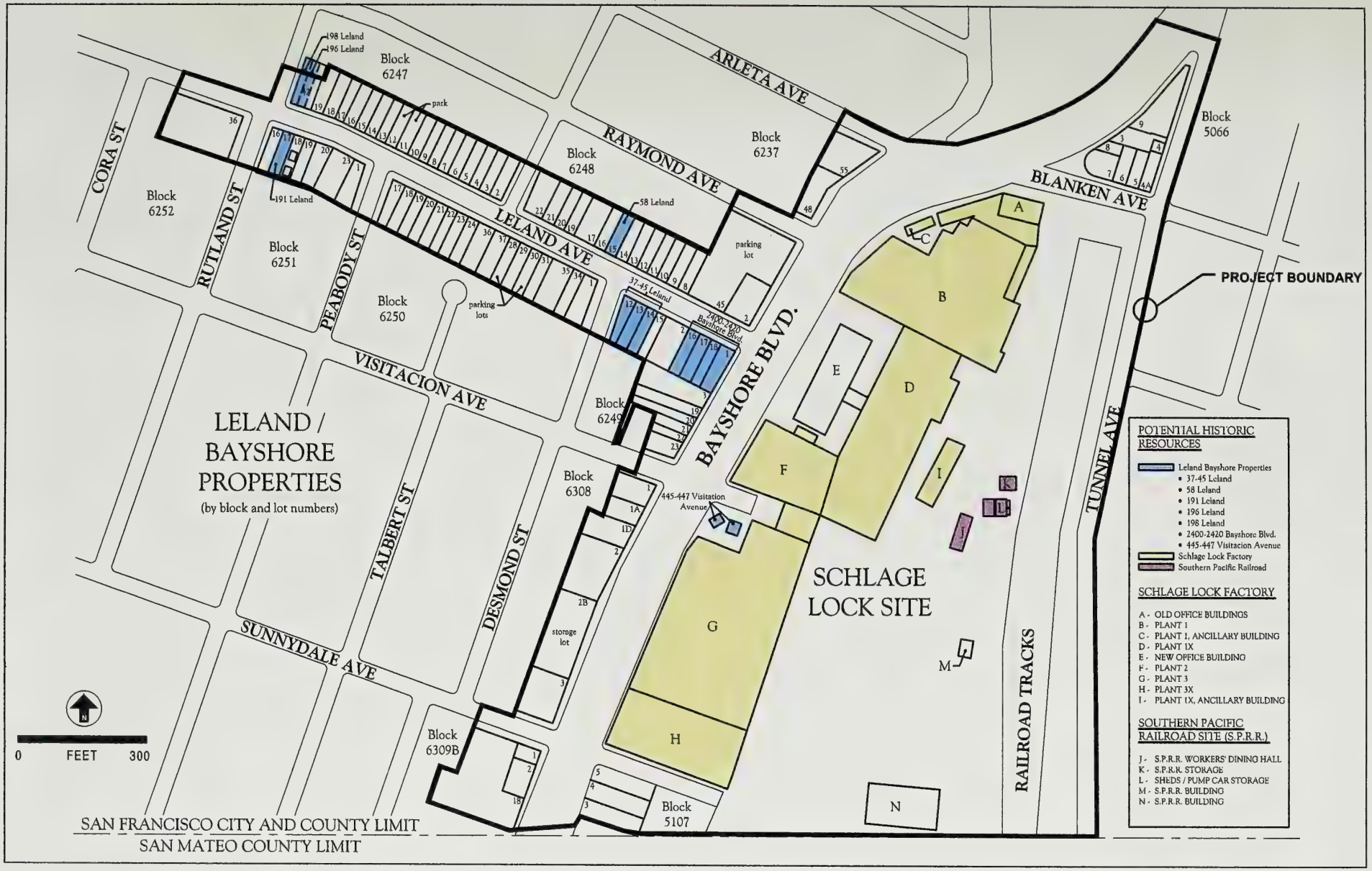
2400-2420 Bayshore Boulevard (Bay Shore Hotel). The two-story building at the southwest corner of Bayshore Boulevard and Leland Avenue was built in 1905, according to the San Francisco Office of the Assessor-Recorder. Changes to the building over the years included various interior alterations as well as exterior façade alterations and signage adjustments for the ever-changing commercial establishments. A number of the original windows have been replaced, and the building has been covered with a cladding of stucco. The Bay Shore Hotel is potentially historically significant for its association with the broad patterns of development of commercial uses along Bayshore Boulevard and Leland Avenue.

191 Leland Avenue. This one-story house with basement appears on the 1913-1915 Sanborn map and is located at the rear of the lot. In plan, the house remains much today as originally. This house is potentially historically significant for its association with the early development of Leland Avenue.

196 Leland Avenue. The modest Greek revival style cottage at 196 Leland Avenue is one of three buildings on Block 6247, Lot 042, and one of the older buildings on Leland Avenue. Generally square in plan and of frame construction, this building appears on the 1913-1915 Sanborn map as a dwelling with a bay window on the front elevation. Originally a residence, the building functioned as a store during the 1960s, according to Sanborn maps, and today appears vacant. The cottage is potentially historically significant for its association with the early development of Leland Avenue.

198 Leland Avenue. The building at 198 Leland Avenue is one of three structures on Block 6247, Lot 042, and one of the older buildings on Leland Avenue. Rectangular in plan and of frame construction, this building appears on the 1913-1915 Sanborn map as a one-story store with a poured concrete foundation. On the front elevation, new windows have been installed and commercial signage has been attached to the false front. Today the building houses a restaurant and bakery. The building is potentially historically significant for its association with the early development of Leland Avenue.

Apart from the four properties built during this period found to be historical resources (2400-2420 Bayshore Boulevard, 191 Leland Avenue, 196 Leland Avenue, and 198 Leland Avenue), the buildings constructed during this phase of development do not, in Carey & Co.'s professional opinion, qualify for listing as historical resources. The remaining properties, built between c.1900 and 1913, consist primarily of two-story, mixed use properties and include a grocery store and the Visitacion Valley Pharmacy. While these buildings meet the age requirement for listing on the California Register of Historical Resources (CRHR), none of these properties was found to be significant for their associations with events or persons important to local or regional history, or to the cultural heritage of California or the United States. The architectural features of the buildings may not be considered so unique as to warrant individual listing on the CRHR, and furthermore, many have had extensive alterations resulting in diminished integrity. Though some of these buildings were constructed early in the development of the valley's commercial core, many have been significantly altered as a result of years of changes in ownership and use. None of the buildings in this group was found to embody distinctive characteristics of a type, period, or method of construction, nor does any



SOURCE: Carey & Co., Inc.

Figure 10.1

POTENTIAL HISTORICAL RESOURCES IN PROJECT AREA

represent the work of a master or possess high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation, and therefore they cannot be considered historical resources for CEQA purposes.

Structures Built Between 1914 and 1930

The properties built between 1914 and 1930 consist primarily of two-story, mixed retail and residential properties and include properties along Bayshore Boulevard related to the rise of the automobile in the 1920s. Though they meet the age requirement for listing on the CRHR, none of these properties was found to be significant for their associations with events or persons important to local or regional history, or to the cultural heritage of California or the United States. The architectural features of the buildings may not be considered so unique as to warrant individual listing on the CRHR, and furthermore, many have had extensive alterations resulting in diminished integrity. None of the buildings in this group was found to embody distinctive characteristics of a type, period, or method of construction, nor does any represent the work of a master or possess high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation, and therefore they cannot be considered historical resources for CEQA purposes.

Structures Built Between 1931 and 1950

Three of the properties built during this period are found to be potential historical resources: 37-45 Leland Avenue, 58 Leland Avenue, and 445-447 Visitacion Avenue.

37-45 Leland Avenue. According to the Office of the Assessor-Recorder, this building was constructed in 1933. The 1950 Sanborn map shows the San Francisco Public Library branch occupying 37 Leland Avenue, with 41 and 45 Leland operating as stores. Today, the Visitacion Valley branch of the San Francisco Public Library operates from 45 Leland Avenue, and retail establishments occupy the remaining two spaces. The building is potentially historically significant for its association with the commercial development of Leland Avenue.

58 Leland Avenue. The building at 58 Leland Avenue was given a summary ranking of 1 in the San Francisco Planning Department's 1976 Architectural Survey, indicating that the building was considered to have contextual importance.[1] The building is potentially historically significant for its association with the commercial development of Leland Avenue.

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[1]Between 1974 and 1976, the San Francisco Planning Department conducted a citywide inventory of architecturally significant buildings. An advisory review committee of architects and architectural historians assisted in the final determination of ratings for the approximately 10,000 buildings, which became an unpublished 60-volume inventory. Both contemporary and older buildings were surveyed, but historical associations were not considered. Typically, each building was numerically rated from a low level of importance of "-2" to a high rating of "5." The inventory assessed architectural significance, which included design features, the urban design context, and overall environmental significance. When completed, the 1976 Architectural Survey was believed to represent the top ten percent of the city's architecturally significant buildings. Buildings rated 3 or higher represent approximately the top 2 percent of all of San Francisco's buildings in terms of architectural importance. Summary ratings of 0 or 1 are generally interpreted to mean that the property has some contextual importance. Inclusion of the building at 58 Leland Avenue in the 1976 Architectural Survey makes it a "Category B" resource under the City's "CEQA Review Procedures for Historic Resources" (see subsection 10.3.2 in this EIR chapter), which is to say a property requiring further consultation and review to establish its possible status as a historical resource for purposes of CEQA.

445-447 Visitacion Avenue. Mrs. A. Walsh applied to the City in March 1933 to erect a two-story frame building at the southeast corner of Bayshore Boulevard and Visitacion Avenue. The building permit indicates that the building was to contain two flats with three rooms each. At that time there were no other buildings on the lot. Alterations over the recent years include a partial reroofing, in which some of the clay tile roofing was replaced with asphalt shingles, as well as infill of the gothic arched entryways on the east and north elevations. On the whole, however, this building retains a high degree of integrity. The building is potentially historically significant for its association with the development of commercial (specifically traveler- and automobile-related) uses along Bayshore Boulevard.

Apart from these three properties, the buildings constructed during this phase of development do not, in Carey & Co.'s professional opinion, qualify for listing as historical resources. The remaining properties, built between 1931 and 1950, consist primarily of one-story, retail and service-oriented buildings including a grocery store, post office, and bank. While these buildings meet the age requirement for listing on the CRHR, none of these properties was found to be significant for their associations with events or persons important to local or regional history, or to the cultural heritage of California or the United States. The architectural features of the buildings may not be considered so unique as to warrant individual listing on the CRHR, and furthermore, many have had extensive alterations resulting in diminished integrity. Though these buildings were constructed during a peak of commercial development along Leland Avenue and Bayshore Boulevard, the buildings were constructed in a range of architectural styles and many have been significantly altered as a result of years of changes in ownership and use. None of the buildings in this group was found to embody distinctive characteristics of a type, period, or method of construction, nor does any represent the work of a master or possess high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation, and therefore they cannot be considered historical resources for CEQA purposes.

Structures Built Between 1951 and 1967

Properties built between 1951 and 1967 consist primarily of one-story commercial properties. Though some of these properties may meet the age requirement for listing on the California Register of Historical Resources, none of these properties was found to be significant for their associations with events or persons important to local or regional history, or to the cultural heritage of California or the United States. These buildings are architecturally unremarkable; none of the buildings in this group was found to embody distinctive characteristics of a type, period, or method of construction, and certainly none represents the work of a master or possesses high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation, and therefore they cannot be considered historical resources for CEQA purposes.

Structures Built Post-1967

In general, buildings less than 40 years old can be considered historic resources only if they constitute an exceptional achievement in architecture or engineering, or are of otherwise exceptional importance. In Carey & Co.'s professional opinion, none of the buildings in the Project Area built since 1967 could be considered architecturally exceptional, and thus none can yet be considered a historical resource.

(2) Property Descriptions and Historical Resource Evaluations--Schlage Lock Site. This section provides a brief description of each potentially historic property and an overall assessment of the two sections that comprise the Schlage Lock site: the Schlage Lock Factory property and the former Southern Pacific Railroad Company property. As described below, Carey & Co. believes that both properties are eligible for listing in the National Register of Historic Places. Given their spatial continuity and common industrial history, Carey & Co. recommends that the two potentially historic sites be treated as a single potential Schlage Lock Historic Site.

Schlage Lock Factory

The former Schlage Lock Factory is located on a site bounded by Arleta Avenue to the north, Tunnel Avenue to the east, the county line to the south, and Bayshore Boulevard to the west. The collection of industrial and administrative buildings, while still extant, has not functioned as a lock factory since the plant was vacated in 1999. The buildings have not been surveyed previously, except for the Old Office Building (Building A) which was recognized in the City's 1976 Architectural Quality Survey with a summary rating of 3.[1]

The Schlage Lock Factory property derives its overall significance from serving as the historic headquarters of the Schlage Lock Factory, nationally renowned for its revolutionary breakthroughs in lock-making.[2] As such, it appears to be eligible as a historic site at the local and national levels according to the criteria listed by the California Register of Historical Resources and the National Register of Historic Places. These define a historic site as "the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of the value of any existing structure." The potential Schlage Lock Factory Historic Site qualifies as a historic site because it fulfills Criterion A of the National Register of Historic Places as having made significant contributions to the broad patterns of history.

The Schlage Lock Factory property also qualifies under Criterion B of the National Register of Historic Places because of its association with inventor Walter Schlage (1882-1946). The earliest buildings, Buildings A and B, were commissioned by Schlage, after whom the Schlage Lock Company was named.

In addition to being the location of the potentially historic Schlage Lock Factory, the individual buildings on the site are also significant for their associations with some of San Francisco's most prominent twentieth century architects, fulfilling Criterion C of the National Register of

[1]See footnote 1 on previous page regarding the San Francisco Planning Department inventory. Summary ratings of 3 or higher represent approximately the top 2 percent of all of San Francisco's buildings in terms of architectural importance.

[2]See subsection 10.1.2(d)(1) for additional detail on the history of the Schlage Lock Company.

Historic Places. These architects include William P. Day[1] and Alfred F. Roller.[2] Analysis of the company's history and the development of the site have established the Period of Significance for the site as beginning in 1926, when its first buildings were constructed, and continuing until 1950, when construction of factory facilities was considered "complete" under the Schlage Lock Company's ownership.

Schlage Lock Factory machinery remnants are located in Plant 1 and Plant 2. These rare pieces of industrial equipment qualify the site under Criterion D of the National Register of Historic Places, because of their ability to yield information important to industrial history.

There are a total of nine buildings on the potential Schlage Lock Factory Historic Site. Of the nine buildings, eight have construction dates within the Period of Significance and thus appear eligible as contributory resources to the site. The New Office Building is the only non-contributory resource to the site. The contributory buildings are briefly described below.

Building A--Old Office Building (Contributing). Building A, constructed in 1926, is a contributing resource to the potential Schlage Lock Factory Historic Site. As one of the first buildings to be constructed on the site commissioned by Walter Schlage, it housed the main administrative and executive functions of the business from 1926 to 1974. The Spanish Colonial Revival architectural styling was designed by prominent San Francisco architect and engineer William P. Day and associate architect H. M. Michelsen, and represents an important shift in Day's career from the ornate and eclectic designs of his earlier commercial and institutional buildings to a modernized and more simplistic design aesthetic intended for industrial functions. The building retains a high level of integrity with no significant alterations. The original clay tile roofing is one of the most notable features of the building. Other character-defining features on the interior include original wooden stair balustrades, wood flooring, and metal vaults.

Building B--Plant 1 (Contributing). Plant 1, which was constructed in 1926, was the first warehouse building to be built for the Schlage Lock Factory. According to Sanborn maps, the building is noted as a one-story, large warehouse with a series of rooms that included the shipping department, assembling department, machinery shop, finished products warehouse, and a die and tool division. This building was also designed by William P. Day and H. M. Michelsen. Like Building A, Plant 1 represents a shift in Day's style from the eclectic to the modern. One of the most distinctive characteristics of the building is its sawtooth roof. Though the interior is in poor condition, it retains its original redwood ceiling, skylights, and steel trusswork. The building retains a high level of integrity because of minimal alterations or additions.

Building C--Plant 1, Ancillary Building (Contributing). This one-story structure, built around 1947, is rectangular in plan and sits on a platform that is supported by concrete and steel columns. The only major alteration to the building was made to the stairs. The original set of stairs leading up to the main entrance leading up from the west was replaced by a new set of

[1]William P. Day (1883-1966) was trained as an engineer at U.C. Berkeley. In 1916, Day joined Charles P. Weeks (1871-1928). The partnership of Weeks & Day architects became one of San Francisco's most successful architectural firms in the first half of the twentieth century. Although more well-known for their commercial projects, such as the Sir Francis Drake Hotel and the Mark Hopkins Intercontinental Hotel, the firm of Weeks & Day was also given important industrial projects around the city, such as the large warehouses along the Central Waterfront at Pier 70 in San Francisco.

[2]Alfred F. Roller (1891-1981) was a prominent San Francisco-based architect most notably known for his concrete commercial buildings and public projects throughout the Bay Area.

stairs with metal railing leading up from the east. Otherwise, the building retains a good level of integrity.

Building D--Plant IX (Contributing). This two-story concrete structure, built around 1950, is connected at its north elevation to the main production warehouse (Plant 1), and at its west elevation to Plant 2. The design of the warehouse most resembles the parts delivery warehouse (Plant 3X) with its concrete grid-patterned roof. The building has a number of interior additions, particularly office partitions installed in the 1960s, but its overall condition and integrity are good.

Building F--Plant 2 (Contributing). This one-story, steel-reinforced concrete structure, which was constructed around 1947, historically functioned as the varnishing and lacquering warehouse and later the plating shop. This building was also designed by William P. Day and H. M. Michelsen. From the exterior, the warehouse is distinguished by its curved corner at the corner of Visitacion Avenue and Bayshore Boulevard. There is no evidence of major alterations or additions, and the building retains a high level of integrity.

Building G--Plant 3 (Contributing). This one-story concrete structure, constructed in 1950, was designed by successful San Francisco architect Alfred F. Roller, with engineer H. J. Brunnier. According to 1964 Sanborn maps, the building historically functioned as the shipping and assembly department and was originally connected at its south end to Building H through openings in the partition wall.

Building H--Plant 3X (Contributing). This two-story concrete structure, rectangular in plan, was also constructed in 1950 and designed by architect Alfred F. Roller, with H. J. Brunnier. Remnants of railroad tracks leading into the building are visible near the south wall of the interior, as this building functioned as the main delivery dock, receiving freight from railroad trains. It also functioned as the main point of entry and exit into the Schlage Lock Factory. This part of the warehouse is in good condition with no major alterations or additions.

Building I--Plant IX, Ancillary Building (Contributing). This one-story freestanding structure, most likely contemporary with the shipping and receiving plant (Plant IX, c. 1950), historically functioned as a carpenters' workshop for the factory. Although it served ancillary functions to Schlage's primary production and manufacturing activities, it nonetheless was important to the factory's ongoing operation.

Southern Pacific Railroad Company

The former Southern Pacific Railroad Company property is adjacent to the eastern boundary of the Schlage Lock Factory. The Southern Pacific Railroad Company was one of the most powerful and prominent of American railroad companies in the nineteenth and twentieth centuries. Southern Pacific merged with the Central Pacific Railroad Company in 1870, expanding the reach of the western portion of the Transcontinental Railroad. In 1881, the western portion of the Southern Pacific Railroad Company merged with the Atchison Topeka and Santa Fe Railroad Company to become the second transcontinental railroad.[1] Southern

[1]See subsection 10.1.2(d)(2) for additional detail on the history of the Southern Pacific Railroad Company.

Pacific provided commuter service to Visitacion Valley on the line called the "Bayshore Cutoff," which was known as the most important access route to the San Francisco Peninsula.[1]

The Southern Pacific Railroad Company property includes five buildings, three of which served the Southern Pacific Railroad Company since approximately 1906. These structures derive their significance from being associated with the historic railroad company. As they all shared a similar function in serving the Bayshore Cutoff line, they appear to be eligible as part of a historic site at the local and national levels according to Criterion 1 of the California Register of Historical Resources and Criterion A of the National Register of Historic Places. These define a historic site as "the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of the value of any existing structure." The Period of Significance for the site extends from 1906, when the first tracks were laid in the area, to 1920, when the 17-stall Bayshore roundhouse and supporting car repair and locomotive shops were completed for the freight yard that is located outside the Project Area to the south. As such, three of the five buildings are considered contributory resources to the potential Southern Pacific Railroad Historic Site. The metal buildings (Building M and Building N) at the site's south end are considered non-contributory resources to the historic site. The contributory buildings are briefly described below.

Building J--Workers' Dining Hall (Contributing). This one-story, wood-frame building is noted on Sanborn maps as an office building for the Southern Pacific Railroad Company. It is also known to have functioned historically as a dining hall for railroad workers. The building retains a high degree of integrity, with its original windows, siding, and interior redwood flooring.

Building K--Storage (Contributing). The construction of this wood-frame building suggests that it dates to c. 1906 when the Southern Pacific Railroad Company had begun laying tracks for the Bayshore Cutoff. Like the two smaller wood-frame buildings (see Building L below), Building K historically functioned as a storage building serving the Southern Pacific Railroad's maintenance workers.

Building L--Sheds/Pump Car Storage (Contributing). Two wood-frame buildings are partially encased at their west elevations within a single corrugated metal structure. These two small buildings were originally free-standing structures, noted on Sanborn maps as having been covered in metal cladding. This is not the same metal cladding as the current metal structure surrounding the buildings. Historically they functioned as storage spaces for the pump car vehicles that were used as transport in the maintenance of the railroad tracks. Because these structures are partly sheltered from the elements by metal siding, they retain a high level of integrity and are both in good condition.

[1]Rufus Steele, "The Spread of San Francisco: The wonderful impetus to manufacturing on the Peninsula resulting from the making of Bayshore factory sites. Recent remarkable industrial development of California," in *Sunset Magazine*, Vol. XIX, No. 3, July 1907. 263-272. pg. 264.

10.2 REGULATORY FRAMEWORK

10.2.1 Existing San Francisco General Plan Policies

The San Francisco General Plan *Urban Design Element* contains the following policies relevant to the proposed Visitacion Valley redevelopment program and its relationship to historical resources:

- *Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.* (Policy 2.4)
- *Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.* (Policy 2.5)
- *Respect the character of older development nearby in the design of new buildings.* (Policy 2.6)
- *Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.* (Policy 2.7)
- *Promote harmony in the visual relationships and transitions between new and older buildings.* (Policy 3.1)

In addition, the San Francisco General Plan *Community Safety Element* contains the following relevant policy:

- *Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco, and increase the likelihood that architecturally and historically valuable structures will survive future earthquakes.* (Policy 2.8)

The San Francisco General Plan *Housing Element* contains the following policy related to historical resources:

- *Preserve landmark and historic residential buildings.* (Policy 3.6)

10.2.2 Draft San Francisco General Plan Preservation Element

The San Francisco Planning Department is in the process of preparing a draft San Francisco General Plan *Preservation Element* to bring before the Landmarks Board for endorsement and then to the Planning Commission and Board of Supervisors for adoption. Draft *Preservation Element* policies that may be relevant to the proposed Visitacion Valley redevelopment program include the following:[1]

- *Protect individually designated buildings and other historic resources.* (Policy 2.1)
- *Protect groupings of historic resources that are formally listed as historic or conservation districts.* (Policy 2.2)

[1] http://www.sfgov.org/site/uploadedfiles/planning/Draft_Preservation_Element_2007.pdf.

- *Protect resources that, based on professional evaluation, appear eligible for formal designation individually or as part of a grouping.* (Policy 2.3)
- *Protect historic resources that are less than fifty years old.* (Policy 2.4)
- *Support efforts to pursue formal designation of properties determined eligible for listing as City Landmarks or City Historic Districts under Article 10 of the Planning Code.* (Policy 2.5)
- *Encourage the rehabilitation and adaptive use of historic buildings and other historical resources as an alternative to demolition.* (Policy 2.6)
- *Use enforcement powers to prevent demolition by neglect.* (Policy 2.7)
- *Apply the nationally established Secretary of the Interior's Standards for the Treatment of Historic Properties for all projects that affect known or potential historic resources.* (Policy 4.1)
- *Apply the Secretary of the Interior's Standards for the Treatment of Historic Properties for infill construction in known or potential Historic Districts or Conservation Districts to assure compatibility with the character of the districts.* (Policy 4.2)
- *During the planning process, evaluate the significance of resources that have the potential to be designated individually or as part of a grouping, per the guidelines set forth in Preservation Bulletin No. 16, CEQA Review Procedures for Historic Resources.* (Policy 5.3)
- *Ensure that historic resource surveys are an integral component of long-range planning and Area Plan efforts.* (Policy 5.4)
- *Encourage the use of grants, loans, tax mechanisms, or other funding sources for the preservation of historic resources.* (Policy 6.1)
- *Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco, and increase the likelihood that architecturally and historically valuable structures will survive future earthquakes.* (Policy 9.1)
- *Ensure that historic resources are protected in the aftermath of a disaster.* (Policy 9.2)

10.3 IMPACTS AND MITIGATION MEASURES

10.3.1 Significance Criteria

Based on the CEQA Guidelines,[1] the proposed redevelopment program[2] would create a significant cultural or historical resource impact if its implementation would:

(1) Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines section 15064.5;

(2) Cause a substantial adverse change in the significance of an archaeological resource as defined in CEQA Guidelines section 15064.5;

(3) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature; or

(4) Disturb any human remains, including those interred outside of formal cemeteries.

When a proposed project may adversely affect a historical resource, CEQA requires a city or county to carefully consider the possible impacts before proceeding (Public Resources Code sections 21084 and 21084.1). CEQA equates a substantial adverse change in the significance of a historical resource with a significant effect on the environment (section 21084.1). CEQA explicitly prohibits the use of a categorical exemption within the CEQA Guidelines for projects that may cause such a change (section 21084).

A "substantial adverse change" is defined as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of [a] historical resource would be materially impaired." Further, the significance of a historic resource is "materially impaired" when a project "demolishes or materially alters in an adverse manner those physical characteristics of [a] historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources"; or "demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources..."; or "demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA." (CEQA Guidelines section 15064.5)

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[1]CEQA Guidelines, Appendix G, item V (a-d).

[2]The *Visitacion Valley Schlage Lock Strategic Concept Plan* was released in 2002, a product of community workshop and planning efforts to determine the future of the Schlage Lock Factory site. In July 2005, the Board of Supervisors designated the Schlage Lock site and surrounding parcels along portions of Leland Avenue and Bayshore Boulevard a "Survey Area" in order to promote further study and future redevelopment. The *Draft Visitacion Valley/Schlage Lock Design for Development* was released in early 2008 by the Planning Department with the intention of facilitating new development within the Leland/ Bayshore area. The Planning Department is currently in the process of developing changes to the Planning Code and has drafted streetscape improvements (*Leland Avenue Street Design Project*) to further the vision advanced by the 2002 Concept Plan.

CEQA Guidelines section 15064.5 states that the term "historical resources" shall include the following:

1. A resource listed in, or determined to be eligible by the State Historical Resources Commission for listing in, the California Register of Historical Resources (Public Resources Code SS5024.1, Title 14 CCR, section 4850 et seq.).

2. A resource included in a local register of historical resources, as defined in section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.

3. Any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing in the California Register of Historical Resources (Public Resources Code section 5024.1, Title 14 CCR, section 4800.3) as follows:

   A. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;

   B. Is associated with the lives of persons important in our past;

   C. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or

   D. Has yielded, or may be likely to yield, information important in prehistory or history.

Under CEQA Guidelines section 15064.5, "generally, a project that follows the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the Secretary of the Interior's *Standards for Rehabilitation with Guidelines for Rehabilitating Historic Buildings* shall be considered as mitigated to a level of less than a significant impact on the historical resource."

10.3.2 Program Effects

San Francisco Preservation Bulletin 16, "CEQA Review Procedures for Historic Resources," divides recognized and potential historical resources into two general groups, "Category A" and "Category B." Category A resources are generally those listed on or formally determined eligible for the California Register, as well as those listed in formally adopted local surveys or registers. Category B resources are those that, based on their age or surveys not formally adopted by the San Francisco Planning Department or Board of Supervisors, appear to be of potential historic significance.

Preservation Bulletin 16 also identifies a third category--Category C--representing properties that have been determined not to be historical resources or properties for which the City has no information indicating that the property is a historical resource.

(a) Category A Resources. Category A resources are automatically considered historical resources for the purposes of CEQA. According to San Francisco Preservation Bulletin 16, for resources listed on or formally eligible for the California Register of Historical Resources, "only the removal of the property's status as listed in or determined to be eligible for listing in the California Register of Historical Resources by the California Historic Resources Commission will preclude evaluation of the property as [a] historical resource under CEQA."[1] For Category A buildings drawn from local registers and other historical resource surveys, "only a preponderance of the evidence demonstrating that the resource is not historically or culturally significant will preclude evaluation of the property as [a] historical resource."

There are no Category A resources within the Project Area. No building within the Project Area, and no district within or intersecting the Project Area, is currently listed on, nor has been formally determined eligible for listing on, the National Register of Historic Places or the California Register of Historical Resources.

(b) Category B Resources. Category B resources may, pending further research, be considered historical resources for purposes of CEQA. According to Preservation Bulletin 16, after further review, "those properties deemed significant pursuant to the criterion in Public Resources Code section 5024.1 will be evaluated as historical resources. MEA [the San Francisco Planning Department's Major Environmental Analysis section] will request that the Neighborhood Planning Team's Preservation Technical Specialists review each property in this category to determine if the property could be deemed significant pursuant to the criterion provided in Public Resources Code section 5024.1(c)."[2]

Among the buildings in the Project Area that, according to Preservation Bulletin 16, would fall into Category B, Carey & Co. has identified the following as potentially significant historical resources for purposes of CEQA:

Previously Identified Potential Historical Resources

- 58 Leland Avenue (1976 Citywide Survey)
- 2201 Bayshore Boulevard, Schlage Lock Factory Building A--Old Office Building (1976 Citywide Survey)

Potential Individually Significant Historical Resources

- 2400-2420 Bayshore Boulevard
- 445-447 Visitacion Avenue
- 37-45 Leland Avenue
- 58 Leland Avenue
- 191 Leland Avenue
- 196 Leland Avenue

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[1] San Francisco Preservation Bulletin 16, 7.

[2] Ibid., 8.

- 198 Leland Avenue
- 2201 Bayshore Boulevard, Schlage Lock Factory Building A--Old Office Building

Potential Schlage Lock Historic Site Contributors

Associated with Schlage Lock Factory

- 2201 Bayshore Boulevard (Building A--Old Office Building)
- 2201 Bayshore Boulevard (Building B--Plant 1)
- 2201 Bayshore Boulevard (Building C--Plant 1, ancillary building)
- 2201 Bayshore Boulevard (Building D--Plant 1X)
- 2201 Bayshore Boulevard (Building F--Plant 2)
- 2201 Bayshore Boulevard (Building G--Plant 3)
- 2201 Bayshore Boulevard (Building H--Plant 3X)
- 2201 Bayshore Boulevard (Building I--Plant 1X, ancillary building)

Associated with Southern Pacific Railroad

- 2201 Bayshore Boulevard (Building J--Workers' Dining Hall)
- 2201 Bayshore Boulevard (Building K--Storage)
- 2201 Bayshore Boulevard (Building L--Sheds/Pump Car Storage)

10.3.3 Impacts and Mitigation Measures

(a) Historical Resources. For the portion of the Project Area along Leland Avenue and the west side of Bayshore Boulevard (Redevelopment Zone 2), the provisions of the redevelopment program could encourage (1) building rehabilitation, (2) infill development, (3) replacement of dilapidated or underutilized uses with new development, and (4) street improvements. For the portion of the Project Area associated with the Schlage Lock site, including the Southern Pacific Railroad buildings (Redevelopment Zone 1), the redevelopment program includes proposals that may facilitate demolition of all existing buildings other than the Old Office Building.

It is reiterated in Preservation Bulletin 16 that "as a general rule, a significant impact is considered mitigated if the property follows the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*."[1] Future development projects proposed for any of the historical resource sites that include measures to improve a historical resource in accordance with the Secretary of the Interior's Standards would result in less-than-significant effects on the historical resource (in accordance with CEQA Guidelines section 15126.4[b]). However, development projects that do not follow the Secretary of Interior's Standards could destroy or degrade historical resources.

[1] Ibid., 10.

Impact 10-1: Destruction or Degradation of Historical Resources. The Visitacion Valley redevelopment program may cause substantial adverse changes in the significance of one or more identified potential historical resources if future individual development projects do not incorporate measures that ensure project-related changes to historical resources are in accordance with either of the following publications:

- Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings*; or

- Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

Substantial adverse changes that may occur include demolition, destruction, relocation, or alteration of one or more resources, such that the resource is "materially impaired." The significance of a historical resource is considered to be "materially impaired" when a project demolishes or materially alters the physical characteristics that justify the determination of a historical resource's significance (CEQA Guidelines section 15064.5[b]). Such an adverse change to a CEQA-defined historical resource would constitute a ***potentially significant impact*** (see criterion 1 in subsection 10.3.1, "Significance Criteria," above).

Mitigation 10-1. The following mitigation measures should be considered if proposed changes to a historical resource are not in accordance with the Secretary of the Interior's standards.

(a) Documentation. In consultation with a Planning Department Preservation Technical Specialist, the individual project applicant shall have documentation of the affected historical resource and its setting prepared. Generally, this documentation shall be in accordance with one of three documentation levels associated with the Historic American Building Survey (HABS) or Historic American Engineering Record (HAER). The Specialist, possibly in consultation with the National Park Service Regional Office, can decide the most appropriate form of documentation, depending on the significance of the affected resource. The three documentation levels are:[1]

Documentation Level I

1. Drawings: a full set of measured drawings depicting existing or historic conditions.

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[1]These are drawn from Burns, John A. (ed.), *Recording Historic Structures*, Secretary of the Interior, National Park Service, Washington, D.C., 1989.

Mitigation 10-1 (continued):

2. Photographs: photographs with large-format negatives of exterior and interior views; photocopies with large format negatives of select existing drawings or historic views where available.
3. Written data: history and description in narrative or outline format.

Documentation Level II

1. Drawings: select existing drawings, where available, should be photographed with large-format negatives or photographically reproduced on Mylar.
2. Photographs: photographs with large-format negatives of exterior and interior views, or historic views, where available.
3. Written data: history and description in narrative or outline format.

Documentation Level III

1. Drawings: sketch plan.
2. Photographs: photographs with large-format negatives of exterior and interior views. (If large-format photography is not possible, 35mm photography may be deemed acceptable, if the negatives are processed according to HABS standards.)
3. Written data: one-page summary.

For all levels of documentation, material standards regarding reproducibility, durability, and size shall be met. The HABS/HAER standards are:

Measured Drawings:
Readily Reproducible: Ink on translucent material
Durable: Ink on archivally stable materials
Standard Sizes: Two sizes: 19" x 24" or 24" x 36"

Large Format Photographs:
Readily Reproducible: Prints shall accompany all negatives
Durable: Photography must be archivally processed and stored. Negatives are required on safety film only. Resin-coated paper is not accepted. Color photography is not acceptable.
Standard Sizes: Three sizes: 4" x 5", 5" x 7", or 8" x 10"

Written History and Description:
Readily Reproducible: Clean copy for Xeroxing.
Durable: Archival bond required.
Standard Sizes: 8 1/2" x 11"

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Mitigation 10-1 (continued):

Note: Photographic specifications tend to change with changing technologies. The HABS/HAER document *Photographic Specifications* provides useful guidelines for photographing historic buildings, including specifications regarding film and processing types.[1] The National Register of Historic Places recently began accepting digital photographs as official documentation, subject to its 75-year permanence standard.[2]

The agreed-upon documentation shall be filed with the San Francisco History Center at the Main Library, as well as with other local libraries and historical societies, as appropriate.

(b) Oral Histories. The individual project applicant shall undertake an oral history project that includes interviews of several long-time residents of Visitacion Valley and former employees of the Schlage Lock Factory. This program shall be conducted by a professional historian in conformance with the Oral History Association's *Principles and Standards* (http://alpha.dickinson.edu/oha/pub_eg.html). In addition to transcripts of the interviews, the oral history project shall include a narrative project summary report containing an introduction to the project, a methodology description, and brief summaries of each conducted interview. Copies of the completed oral history project shall be submitted to the San Francisco History Room of the Main Library.

(c) Relocation. If preservation of the affected historical resource at the current site is determined to be impossible, the building shall, if feasible, be stabilized and relocated to another nearby site appropriate to its historic setting and general environment. A moved building or structure that is otherwise eligible may be listed in the California Register if it was moved to prevent its demolition at its former location and if the new location is compatible with the original character and use of the historical resource.[3] After relocation, the building's preservation, rehabilitation, and restoration, as appropriate, shall follow the Secretary of the Interior's standards to ensure that the building retains its integrity and historical significance.

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[1]National Park Service, *Photographic Specifications, Historic American Buildings Survey, Historic American Engineering Record,* San Francisco, CA: National Park Service, 1989.

[2]National Register of Historic Places and National Historic Landmarks Survey, "Photo Policy Expansion, March 2005," http://www.cr.nps.gov/nr/policyexpansion.htm.

[3]California Office of Historic Preservation, *California Register and National Register: A Comparison,* Technical Assistance Series 6, Sacramento, CA: California Department of Parks and Recreation, 2001.

Mitigation 10-1 (continued):

(d) Salvage. If the affected historical resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the individual project applicant shall consult with a San Francisco Planning Department Preservation Technical Specialist and other local historical societies regarding salvage of materials from the affected historic resource for public information or reuse in other locations. Demolition may proceed only after any significant historic features or materials have been identified and their removal completed.

(e) Commemoration. If the affected historical resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the individual project applicant shall, with the assistance of a Planning Department Preservation Technical Specialist or other professionals experienced in creating historical exhibits, incorporate a display featuring historic photos of the affected resource and a description of its historical significance into the publicly accessible portion of any subsequent development on the site. In addition, the factory machinery in Schlage Plants 1 and 2 should be cleaned and moved to a public space (such as a park or plaza on-site) for public viewing.

(f) Contribution to a Historic Preservation Fund. If an affected historical resource can neither be preserved at its current site nor moved to an alternative site and is demolished, the project applicant may be eligible to mitigate project-related impacts by contributing funds to the City to be applied to future historic preservation activities, including survey work, research and evaluation, and rehabilitation of historical resources within Visitacion Valley in accordance with the Secretary's Standards. Contribution to the preservation fund would be made only after the documentation, oral history, salvage, and commemoration mitigations specified above had been completed. The details of such an arrangement would be formulated on a case-by-case basis. As part of any such arrangement, the project applicant shall clearly demonstrate the economic infeasibility of other mitigation measures that would mitigate impacts to historical resources, including preservation, relocation, and project modification.

While implementation of these measures would reduce impacts on historical resources, the impact would remain ***significant and unavoidable***.

(NOTE: Relocation is a possible exception. If a historical resource were relocated to a site sufficiently in keeping with its original context, the impact on that resource may be deemed less-than-significant.)

(b) Archaeological Resources. As explained in subsection 10.1.4(a) above, one Native American habitation site (CA-SFR-35) has been recorded to be in or immediately adjacent to the Project Area. Given that the Project Area contains gently sloping terraces between two larger hills adjacent to the former bayshore, the area has a high likelihood of containing other,

as-yet unrecorded Native American cultural resources. Also, since there are numerous historic-period buildings in the Project Area, there is a high likelihood of identifying associated historic-period archaeological resources.

Also as explained in subsection 10.1.4(a), there are two potential archaeological resources that would be affected by development of the Schlage Lock site, including the Ralston Shellmound and remains associated with the Union Pacific Silk Manufacturing Company.

Due to the broad nature of the proposed redevelopment program and associated future development activities, as well as the lack of comprehensive archaeological field data for the Project Area, it is difficult to forecast the specific effects of future Project-facilitated development on archaeological resources. However, it is reasonable to expect that Project-facilitated construction activities, such as building demolition or site grading, would have a high probability of encountering archaeological sites in the Project Area. These construction activities could disturb or destroy archaeological resources (e.g., subsurface materials, historic articles).

Impact 10-2: Disturbance of Known Archaeological Resources. New development facilitated by the redevelopment program could disturb the one Native American habitation site (CA-SFR-35) recorded to be in or immediately adjacent to the Project Area. In addition, two other potential archaeological resources may be affected by development of the Schlage Lock site (i.e., Redevelopment Zone 1): the Ralston Shellmound and remains associated with the Union Pacific Silk Manufacturing Company. These possibilities represent a ***potentially significant impact*** (see criteria 2 and 4 in subsection 10.3.1, "Significance Criteria," above).

Mitigation 10-2. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archeology. The archaeological consultant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department to determine project locations and activities that may affect archaeological deposits/features associated with known archaeological resource sites. Project activities determined to potentially affect these resources shall be subject to an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the City's Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less-than-significant level potential effects on a

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Mitigation 10-2 (continued):

significant archaeological resource as defined in CEQA Guidelines section 15064.5(a)(c).

Archaeological Testing Program. The archaeological consultant shall prepare and submit to the ERO for review and approval an archaeological testing plan (ATP). An archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and to evaluate whether any archaeological resource encountered on the site constitutes a historical resource under CEQA.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the project, at the discretion of the project sponsor either:

A) The project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or

B) A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archaeological Monitoring Program (AMP). If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program (AMP) shall be implemented, the AMP shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archaeological consultant shall determine what project activities shall be

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Mitigation 10-2 (continued):

archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context.

- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource.

- The archaeological monitors shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits.

- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis.

- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/ construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the Findings of the monitoring program to the ERO.

Archaeological Data Recovery Program (ADRP). The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO

(continued)

Mitigation 10-2 (continued):

shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and, in the event of the Coroner's determination

(continued)

Mitigation 10-2 (continued):

that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC), who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code section 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines section 15064.5[d]). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report (FARR). The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy, and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. Copies of the FARR shall be sent to the San Francisco Redevelopment Agency. The Major Environmental Analysis division of the San Francisco Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

Implementation of this measure would reduce the impact to a ***less-than-significant level.***

Impact 10-3: Disturbance of Unknown Archaeological Resources. New development facilitated by the redevelopment program in Redevelopment Zone 1 could disturb unrecorded archaeological resources. This possibility represents a ***potentially significant impact*** (see criteria 2 and 4 in subsection 10.3.1, "Significance Criteria," above).

Mitigation 10-3. The project applicant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department prior to any development activity on the Schlage Lock site (i.e., Redevelopment Zone 1) and, at the direction of the Planning Department, shall undertake the following measures to avoid any potentially significant adverse impact on possible buried or submerged cultural resources.

The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archeology. The archaeological consultant shall undertake an archaeological monitoring program. All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the City's Environmental Review Officer (ERO) for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of *construction* can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less-than-significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines section 15064.5(a)(c).

Archaeological Monitoring Program (AMP). The archaeological monitoring program (AMP) shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the project archeologist shall determine what project activities shall be archaeologically monitored. In most cases, any soils disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the potential risk these activities pose to archaeological resources and to their depositional context.

- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource.

- The archaeological monitor shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the

(continued)

Mitigation 10-3 (continued):

ERO has, in consultation with the archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits.

- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis.

- If an intact archaeological deposit is encountered, all soils disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/ construction crews and heavy equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall, after making a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, present the findings of this assessment to the ERO.

If the ERO in consultation with the archaeological consultant determines that a significant archaeological resource is present and that the resource could be adversely affected by the project, at the discretion of the project sponsor either:

A) The project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or

B) An archaeological data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archaeological Data Recovery Program (ADRP). If an archaeological data recovery program is required by the ERO, the archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The project archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP. The archaeological consultant shall prepare a draft ADRP that shall be submitted to the ERO for review and approval. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are

(continued)

Mitigation 10-3 (continued):

applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for die curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains, Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and federal laws, including immediate notification of the Coroner of the City and County of San Francisco and, in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC), who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code section 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop

(continued)

Mitigation 10-3 (continued):

an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. section 15064.5[d]). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, curation, possession, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report (FARR). The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the draft final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy, and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. Copies of the FARR shall be sent to the San Francisco Redevelopment Agency. The Major Environmental Analysis division of the San Francisco Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

Implementation of this measure would reduce the impact to a ***less-than-significant level.***

Impact 10-4: Accidental Discovery. New development facilitated by the redevelopment program in Redevelopment Zone 2 could disturb unrecorded archaeological resources. This possibility represents a ***potentially significant impact*** (see criteria 2 and 4 in subsection 10.3.1, "Significance Criteria," above).

Mitigation 10-4. For individual development projects in Redevelopment Zone 2, the project applicant shall consult with the Major Environmental Analysis archaeologist at the San Francisco Planning Department prior to any development activity and, at the direction of the Planning Department, shall undertake the following measures to avoid any potentially significant adverse impact on possible buried or submerged cultural resources.

The project sponsor shall distribute the San Francisco Planning Department archaeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc., firms); and utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the City's Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractors, and utilities firm) to the ERO confirming that all field personnel have received copies of the "ALERT" Sheet.

Should any indication of an archaeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archaeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archaeological consultant. The archaeological consultant shall advise the ERO as to whether the discovery is an archaeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archaeological resource is present, the archaeological consultant shall identify and evaluate the archaeological resource. The archaeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ (in place) of the archaeological resource; an archaeological monitoring program; or an archaeological testing program. If an archaeological monitoring program or archaeological testing program is required, it shall be consistent with the City's Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archaeological resource is at risk from vandalism, looting, or other damaging actions.

(continued)

Mitigation 10-4 (continued):

The project archaeological consultant shall submit a Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy, and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. Copies of the FARR shall be sent to the San Francisco Redevelopment Agency. The Major Environmental Analysis division of the San Francisco Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

Implementation of this measure would reduce the impact to a ***less-than-significant level.***

(c) Paleontological Resources. As noted in the Initial Study completed for the Notice of Preparation of this EIR (see appendix 20.2 of this EIR), the Project Area does not include any identified unique geological features. Although the potential for encountering paleontological resources in the Project Area would be considered low, Project-related earthmoving activities may encounter and destroy paleontological resources.

Impact 10-5: Disturbance of Paleontological Resources. Although the potential for encountering paleontological resources in the Project Area is considered low, any destruction of existing, unrecorded, unique paleontological resources during earthmoving activities would be a ***potentially significant impact*** (see criterion 3 in subsection 10.3.1, "Significance Criteria," above).

Mitigation 10-5. If any paleontological resources are encountered during site grading or other construction activities, all ground disturbances shall be halted until the services of a qualified paleontologist can be retained to identify and evaluate the resource(s) and, if necessary, recommend mitigation measures to document and prevent any significant adverse effects on the resource(s), in accordance with standard professional practice. Implementation of this measure would reduce the impact to a ***less-than-significant level***.

11. HAZARDS AND HAZARDOUS MATERIALS

This EIR chapter describes known and potential hazards and hazardous materials conditions in the Project Area, related potentially significant adverse public health impacts anticipated as a result of the proposed Project, and associated requirements for minimizing those impacts.

11.1 SETTING

11.1.1 General Concerns

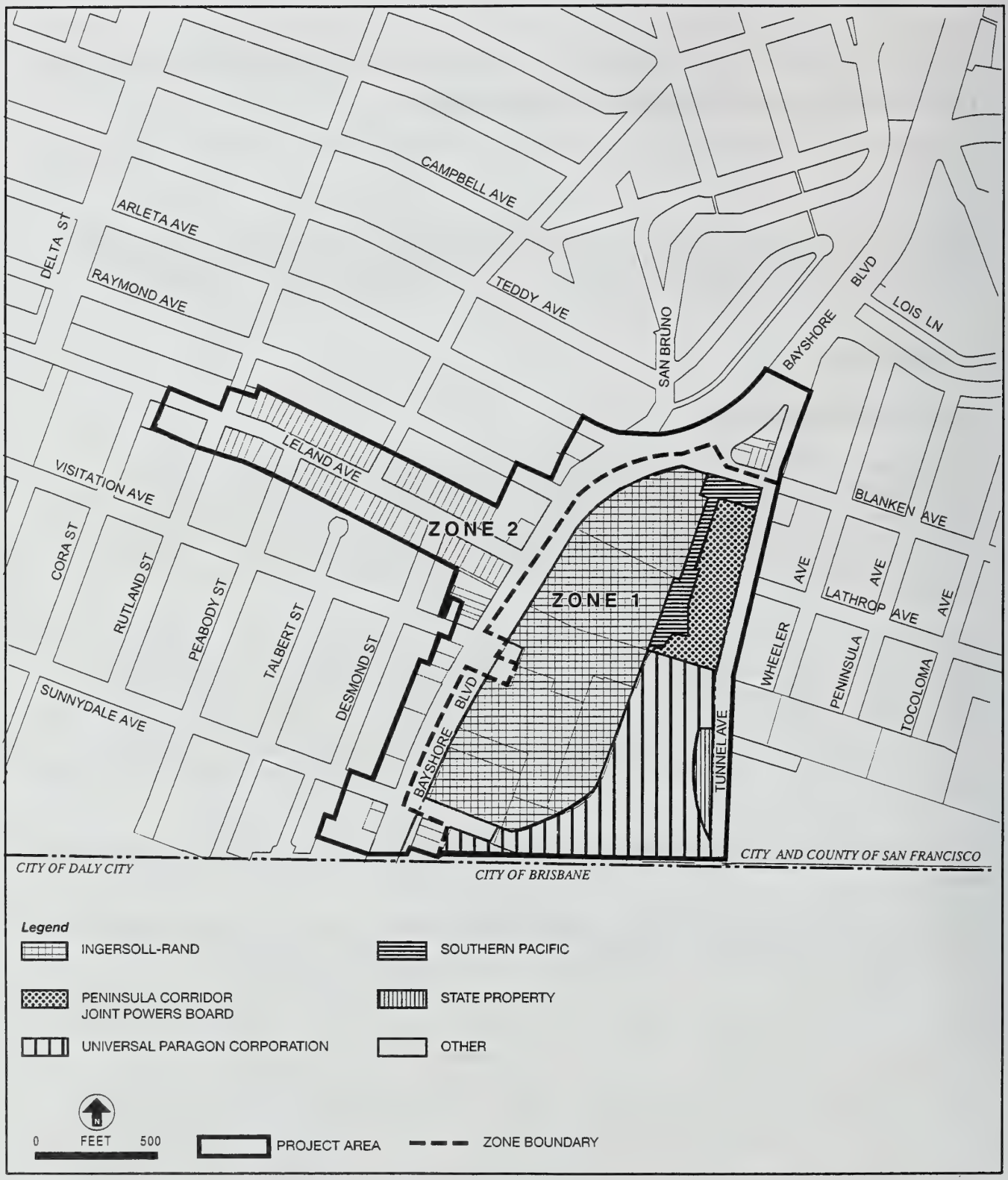
For purposes of this EIR, "hazardous materials" are defined as substances with certain chemical and physical properties that could pose a substantial present or future hazard to human health or the environment if improperly handled, stored, disposed, remediated or otherwise managed. If improperly handled, hazardous materials can result in public health hazards through direct human contact, or through airborne releases in the form of vapors, fumes, or dust.

The potential for human contact with contaminated soils or groundwater or with associated air emissions is of particular concern in the Project Area. Construction workers typically have the greatest risk of exposure to contaminated soil or groundwater. If contamination at a site remains undetected, workers and the public may be at risk of exposure if precautions and monitoring are not taken during site development. Accidents or spills during transport of hazardous materials or wastes can also expose the general public and the environment to these substances.

11.1.2 Historical Uses and Ongoing and Future Remediation Activities in Redevelopment Zone 1

The following information regarding the Ingersoll-Rand property portion of Redevelopment Zone 1 has been provided by the California Department of Toxic Substances Control (DTSC),[1] a division of the California Environmental Protection Agency (EPA). DTSC is also overseeing the environmental clean-up of the Universal Paragon Corporation (UPC) property portion of Zone 1, adjacent to the Ingersoll-Rand property on the east and south. DTSC is the designated lead agency for determination and oversight of soil and groundwater clean-up requirements and permissible types of new development on these two Project Area properties. In these cases, DTSC will review and approve a Remediation Action Plan (RAP) after providing for public review. The potential scope of the RAP is described further in subsection 11.1.2(d) of this chapter. Figure 11.1 (Project Area Ownership Boundaries) illustrates the various entities, including Ingersoll-Rand and UPC, that own sizeable portions of the Project Area. The DTSC

[1]California Department of Toxic Substances Control (DTSC); *Schlage Lock Site: Fact Sheet, February 2002*; provided by Virginia Lasky, DTSC Project Manager, May 23, 2006. Much of the historical information on Schlage Lock has been taken from the DTSC Fact Sheet.



SOURCE: San Francisco Redevelopment Agency

Figure 11.1

PROJECT AREA OWNERSHIP BOUNDARIES

environmental document website (www.envirostor.dtsc.ca.gov, locations = "Schlage Lock" and "Brisbane") includes a library of public DTSC-reviewed documents pertaining to the Ingersoll-Rand property, the UPC property, and their ongoing environmental clean-up status. Due to the ongoing nature of the remediation process, some data described in this EIR chapter may have been updated since the chapter's publication. DTSC encourages those interested to review the most up-to-date information on its website.[1]

(a) Overview. Within the Project Area on the east side of Bayshore Boulevard (Redevelopment Zone 1), the former Schlage Lock property (now owned by Ingersoll-Rand) and adjacent former Southern Pacific property (now owned by the Universal Paragon Corporation--UPC) are currently undergoing an environmental clean-up (remediation) process. The process for the two properties, including remedial investigation and clean-up, has been ongoing since the mid-1990s and is continuing. The remedial investigation findings to date indicate that historic uses of the two properties have resulted in soil and groundwater contamination, primarily in the southern portion of Zone 1. The primary identified on-site soil and groundwater contaminants of concern on the two properties are volatile organic compounds (VOC) and metals. The ongoing clean-up process is not the result of the proposed Project (redevelopment program), but the implementation timing for Project-related development plans is dependent upon clean-up of these properties.

Because there is a commingling of groundwater between the two properties, the two current owners (Ingersoll-Rand and UPC) have been conducting required investigation and remedial actions jointly, under DTSC oversight. The proposed clean-up remedy for the two properties involves a combination of soil and groundwater remediation. The proposed remedy for contaminated soil is excavation, with either on-site treatment or off-site disposal, depending on the measured concentrations of VOCs. It is proposed that soils with high levels of VOCs will be transported off-site for disposal, and soils with low levels of VOCs will be excavated, treated off-site by aeration, and reused on-site.

The proposed remedy for contaminated groundwater is on-site treatment of VOCs by injection of a combination of oxidizing and reducing substrates. The substrates would be mixed with water and either directly injected into the groundwater, or applied through trenches constructed specifically for purposes of groundwater treatment.

It is anticipated that all remedial activities, whether for soil or groundwater, will continue to be conducted in accordance with applicable laws and regulations, and in conformance with a remedial design and associated work plans approved by DTSC.

A more detailed description is provided below of the environmental clean-up status of Redevelopment Zone 1, including historical uses of the area, ongoing remediation activities, recent remedial action orders, anticipated future soil and groundwater remediation activities,

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[1]Environmental reports on the DTSC website have identified and divided the "Bayshore Railyard property" into "Bayshore Railyard North area" (or Operable Unit 1 [OU-1]) and "Bayshore Railyard South area" (or OU-2). A segment of the Bayshore Railyard North area adjacent to the Ingersoll-Rand property on the east is included in the Project Area. For ease of understanding in this EIR chapter, this segment of land is identified as the "Universal Paragon Corporation (UPC) property" (after its owner). On the DTSC website, references to the "Bayshore Railyard North area (Brisbane)" and "Bayshore Railyard South area" indicate that property *outside the boundaries of the Visitacion Valley Redevelopment Program Project Area.*

building demolition procedures, anticipated soil and groundwater handling procedures, and sensitive nearby land uses.

(b) Historical Uses. Historical uses of the Ingersoll-Rand property and the UPC property are described below.

Ingersoll-Rand (Former Schlage Lock) Property. The Ingersoll-Rand property contains vacant buildings that were used for office and manufacturing purposes, as well as equipment yards and parking areas. From 1926 until 1999, the property was used primarily as the Schlage Lock hardware manufacturing plant, which included plating and machining operations. Chemicals used during these manufacturing processes included various metals and solvents that contain volatile organic compounds (VOCs: chemicals, including solvents, that readily evaporate at temperatures normally found at ground surface and at shallow depths).

Schlage Lock Company was acquired by Ingersoll-Rand in 1974, and the southern portion of the former Schlage Lock plant (2555 Bayshore Boulevard) was sold to Pacific Lithograph in 1980. Pacific Lithograph conducted printing and related operations there between 1980 and 1993. The Pacific Lithograph property has since been repurchased by Ingersoll-Rand. The Schlage Lock Company ceased all manufacturing on the property in 1999, and all equipment has been removed. The property is still commonly known as "Schlage Lock."

Universal Paragon Corporation (UPC) Property. In 1896, the Southern Pacific Transportation Company (SPTC) (then called the Southern Pacific Railroad Company) acquired the Brisbane Railyard (now Bayshore Railyard) property, which includes a seven-acre portion of the 20-acre Redevelopment Zone 1, as well as property south of the San Francisco city and county limit in Brisbane. From about 1914 until 1963, SPTC operated the Bayshore Railyard for major railcar rehabilitation and locomotive maintenance. The adjacent Schlage Lock factory used a portion of the property as a parking lot. UPC purchased the majority of the Bayshore Railyard property in December 1989, including the majority of the seven-acre Bayshore Railyard North area in Redevelopment Zone 1. A few commercial facilities still operate on the UPC property, in buildings remaining from past Bayshore Railyard activities.

(c) Ongoing Remediation Activities. The ongoing environmental clean-up (remediation) process described below is not the result of the proposed Visitacion Valley redevelopment program. Although future development plans for the Ingersoll-Rand and UPC properties are dependent on the clean-up of these properties, the DTSC-required remedial investigations have been ongoing since the mid-1990s and will continue even if a Visitacion Valley Redevelopment Plan is not adopted.

DTSC is the designated lead agency for determination of and overseeing soil and groundwater clean-up requirements and permissible types of new development on the Ingersoll-Rand and UPC portions of Redevelopment Zone 1. Acceptable clean-up levels on these properties will be determined by DTSC based on the designated future land uses and associated remediation feasibility. For example, if a location on these properties is proposed for residential use, and can feasibly be cleaned up to residential standards, then those particular clean-up levels would be specified; otherwise, the residential use would not be permitted.

In all areas of Redevelopment Zone 1, soil and groundwater clean-up levels will be subject to DTSC and Bay Area Air Quality Management District (BAAQMD) approval as regulated by DTSC and will be appropriate for the planned land uses. UPC and Ingersoll-Rand have agreed, and the proposed Redevelopment Plan requires, that clean-up meet residential standards (the

most stringent clean-up levels) for all areas where development is planned. If soil clean-up of such areas does not meet residential standards, then residential use will not be permitted in that area. Soil standards suitable for recreational/open space use will be met in areas planned for parks and open space, and under roadways. As an additional measure of protection, all parks and open space land will have three feet of soil that meets residential standards at the surface. Any soil with contaminant concentrations above those acceptable for open space/recreational use will be transported off-site for disposal at an appropriate facility. The groundwater clean-up goal for all areas of Redevelopment Zone 1 is the Maximum Contaminant Levels (MCLs) allowed by the California Department of Public Health for drinking water.

Remedial Soil Investigations--Ingersoll-Rand Property. The Schlage Lock property has completed the remedial soil investigation stage of the overall DTSC-required hazardous materials clean-up process. The purpose of the remedial soil investigation was to define the extent and type of soil contamination, and to collect data to support both a human health risk assessment (a study that evaluates the potential human health risks--e.g., cancer probabilities--posed by a site) and a soil remediation feasibility study, both of which would help identify any land use limitations for the property.

Conducted over a period of eight years, the remedial soil investigation included more than 100 soil borings and the collection and analysis of over 250 samples of soil and soil gas from various depths throughout the Ingersoll-Rand property. The remedial investigation results are summarized below:

- The primary soil contaminants of concern are VOCs and metals.
- Soil contamination is limited to the top five to ten feet of surface soils.
- VOC contamination in soil is concentrated primarily in the southern portion of the site, below Visitacion Avenue. A soil vapor extraction system is operating in this area.
- Metals--including cadmium and chromium--have been detected in soil at levels above residential (but not commercial) screening criteria directly beneath areas that housed metal plating operations.
- Arsenic and occasionally other metals have been detected in soil at low levels throughout the site, with no identifiable source except for historical fill material.

Detailed findings of the Ingersoll-Rand property remedial soil investigation are presented in the associated *Soil Operable Unit Remedial Investigation Report*, dated June 2001. This report is available for public review at: (1) the San Francisco Public Library, Visitacion Valley Branch (45 Leland Avenue, 415-337-4790); (2) the Visitacion Valley Community Center (50 Raymond Avenue, 415-467-6400); (3) the DTSC file room (700 Heinz Avenue, Berkeley, 510-540-3800); and (4) the DTSC environmental document website (www.envirostor.dtsc.ca.gov, location = "Schlage Lock").

Soil Remediation Status--Ingersoll-Rand Property. Several previous actions have been taken to address soil remediation needs on the Ingersoll-Rand property. Soils were excavated and removed from the property in 1996. A soil vapor extraction and treatment system, which uses a vacuum to suck vapor from between soil particles and passes it through carbon for treatment, has operated on-site since 1999.

Soil vapor extraction (SVE) reports on the status of the soil remediation process for the Ingersoll-Rand property have been presented semiannually to DTSC since the extraction system began operating in 1999. The most recent report approved and released by DTSC is dated November 2, 2006.[1] During the six-month period covered by the report (January through June 2006), approximately 12 pounds of VOCs, primarily tetrachloroethene (PCE) and trichloroethene (TCE), were estimated to have been removed from soil on the Ingersoll-Rand property. Since the SVE system began on-site operation in 1999, about 3,704 pounds of VOCs have been removed.

Ingersoll-Rand most recently submitted a Draft Soil Remedial Action Plan (Draft RAP) for their property to DTSC in April 2003. DTSC issued comments on this Draft RAP in August 2003, but has not yet received a revised RAP.[2]

Groundwater Investigation and Remediation Status--Ingersoll-Rand and UPC Properties. Several actions have also been taken to address identified and continuing groundwater contamination beneath both the Ingersoll-Rand and UPC properties. In 1985, DTSC listed the Bayshore Railyard property (including both the UPC and Brisbane areas) on its State Priority Ranking list. In 1988, DTSC issued a Remedial Action Order (RAO) to SPTC, requiring investigation and a Remedial Action Workplan (RAP) for the Bayshore Railyard property. In 1993, DTSC divided the Railyard property into Operable Unit 1 (OU-1, which includes the UPC property) and OU-2, and approved a final RAP for OU-1. DTSC continues to be the regulatory agency for OU-1. The San Francisco Regional Water Quality Control Board (RWQCB) is the regulatory agency for OU-2.[3]

Because there is a commingling of groundwater between the Ingersoll-Rand property and the UPC property, the two owners have agreed to address groundwater contamination jointly. Joint investigation and remedial action activities have been underway to define the nature and extent of, and to remediate, contamination. A groundwater remediation (treatment) system to address VOC contamination on the Ingersoll-Rand and UPC properties began operation in October 1994 and became fully operational in 1995. Across both properties, groundwater monitoring wells have been installed, and groundwater samples have been collected and analyzed regularly. Sampling results show that the highest groundwater VOC concentration is located south of Visitacion Avenue.

In 1994, UPC installed and began operating a groundwater pump and treatment system to address VOC-impacted groundwater under both the Ingersoll-Rand and UPC properties.[4] Ongoing quarterly reports have been submitted by UPC to the DTSC, the RWQCB, and the City of San Francisco Bureau of Environmental Regulation and Management (BERM), documenting

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[1]Treadwell & Rollo, Inc., Environmental & Geotechnical Consultants; *Revised Soil Vapor Extraction (SVE) System Semiannual Operation Report* (January through June 2006); November 2, 2006.

[2]State of California, California Environmental Protection Agency, Department of Toxic Substances Control; *Imminent and Substantial Endangerment and Determination Order and Remedial Action Order, Health and Safety Code Sections 25355.5(a)(1)(B), 25358.3(a), 58009, and 58010, Docket No. IS&E 06/07-002*; July 18, 2006.

[3]Universal Paragon Corporation, "Factual Background," May 4, 2007.

[4]DTSC; *Schlage Lock Site: Fact Sheet.*

operation and maintenance activities of the groundwater treatment system. The quarterly report most recently approved and released by DTSC (as the jurisdictional agency) at the time this EIR chapter was prepared covers the period from July through September 2006, and is summarized below:[1]

> VOCs have impacted groundwater beneath the Ingersoll-Rand and UPC properties. These include trichloroethene (TCE) and tetrachloroethene (PCE). DTSC issued an *Imminent and Substantial Endangerment Determination and Order, and Remedial Action Order* (collectively referred to as one "Order") to UPC for installation of a groundwater extraction (GWE) and treatment system to remediate impacted groundwater. The current system has been in operation since October 1994 (as described above).
>
> The groundwater treatment system consists of seven GWE wells--three of which are in the Project Area--equipped with electric pumps that pump water to the groundwater treatment system. A permit has been issued by BERM for discharge of the treated groundwater to the sanitary sewer. The effluent is monitored for TCE at least twice a week to ensure that the effluent VOC levels are within BERM discharge guidelines. If TCE is detected in the effluent from the primary adsorber, new carbon is installed to replace the exhausted carbon. The removed, spent carbon is transported within 90 days as a hazardous waste to a licensed regeneration facility.
>
> Weekly visits are scheduled for general operation and maintenance of the system. The extraction wells are monitored monthly.
>
> The most recent DTSC-reviewed and approved sampling was conducted on August 8, 2006. Samples were collected from two of the three GWE wells located in the Project Area (GWE-6 and GWE-8), and from the oil-water separator (OWS) influent port and effluent port. The samples were analyzed for VOCs, Total Petroleum Hydrocarbon (TPH)-diesel (D), -bunker oil (BO), -motor oil (MO), total oil and grease (O&G), metals, hexavalent chromium, suspended solids (SS), and chemical oxygen demand (COD).
>
> Detectable concentrations of VOCs (TCE and PCE) were reported. TPH-D, TPH-BO, TPH-MO, and O&G were not detected in any sample. Low levels of metals were detected, including antimony, arsenic, barium, chromium (hexavalent and total), cobalt, copper, iron, lead, mercury, molybdenum, nickel, vanadium, and zinc. Neither SS nor COD were detected in any sample. Also, groundwater treatment system vapor exhaust measurements were taken periodically and found to be within the acceptable levels.
>
> Approximately 1.9 million gallons of impacted groundwater were treated at OU-1 between July 1 and September 30, 2006. An estimated 114.3 pounds of TCE were removed during this period. The estimated quantity of PCE removed during the same period was 20.9 pounds. Weekly operation and maintenance activities will continue, as will quarterly sampling of the system ports and wells GWE-6 and GWE-8.

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[1]Weiss Associates; *Operation and Maintenance of the Ground Water Extraction and Treatment System, Quarterly Operation and Maintenance Report (July 1-September 30, 2006) for Former Bayshore Railyard, North Area, Brisbane, California;* October 27, 2006. This report is available at the DTSC website, www.envirostor.dtsc.ca.gov (location = "Brisbane").

Based on the data collected and the observations made during the third quarter of 2006, the GWE and treatment system at OU-1 appears to be operating within acceptable parameters.

(d) Recent Remedial Action Orders. As recently as July 18, 2006, DTSC issued an Imminent and Substantial Endangerment Determination and Order, and Remedial Action Order (collectively referred to as one "Order") for the Ingersoll-Rand property.[1] According to the Order, DTSC issued the Order to Ingersoll-Rand for the following reasons:

- DTSC has not received the revised Soil Remedial Action Plan, although a compliance deadline of January 3, 2005 was issued by DTSC to Ingersoll-Rand.

- Because there is a commingling of groundwater between the Ingersoll-Rand property and the UPC property, the two owners agreed to address groundwater contamination jointly. A Joint Groundwater Draft RAP was submitted to DTSC in July 2003. After DTSC commented on the Draft, a revised Draft RAP was submitted in January 2005.

- During 2004 and 2005, clean-up actions were put on hold pending negotiations between Ingersoll-Rand and potential buyers of their property. DTSC concluded that the clean-up plans for both soil and groundwater must be developed simultaneously. If the Ingersoll-Rand property is sold, DTSC will work with the new owner to modify the clean-up plans (if necessary). Due to the uncertainty of a potential sale, DTSC concluded that the clean-up should proceed independently of sales negotiations.

The stated purpose of the 2006 Remedial Action Order *"is to require for soil, soil gas and groundwater at the [s]ite: implementation of any appropriate removal actions, completion of a Feasibility Study (FS), preparation of a [revised Soil] Remedial Action Plan (RAP) or Removal Action Workplan (RAW), preparation of California Environmental Quality Act (CEQA) documents (by DTSC, for any of the activities identified in the Order that would constitute a "project" under CEQA), and Design and Implementation of the remedial actions approved in the RAP or RAW."*[2] The Order then details these requirements.

The DTSC-preferred RAPs or RAWs for soil and groundwater, along with the other options evaluated, will be summarized in plans that will be made available to the public for a 30-day comment period. At that time, a fact sheet(s) will be distributed to the community which describes recent site activities, details the recommended methods to address site soils and groundwater, and requests public comments. After all public comments are considered and responded to, DTSC will select final clean-up plans for the Ingersoll-Rand and UPC properties. DTSC will continue to work with the City of San Francisco in developing an appropriate clean-up plan for the property.

Suspension of Remedial Action Order. As of March 2007, DTSC temporarily suspended the required compliance deadline for the July 18, 2006 Order described above (January 3, 2005) until August 15, 2007. DTSC made this decision in order for the property owners (Ingersoll-Rand and UPC, respectively) to proceed with an agreement to: (1) allow UPC to solicit bids from environmental remediation contractors to evaluate whether it would be financially feasible

[1]DTSC, July 18, 2006.

[2]DTSC, July 18, 2006; page 7.

for UPC to acquire the Ingersoll-Rand property (see [e] below); and (2) if so, proceed with remediation of the site under DTSC oversight until DTSC issues a "No Further Action" letter confirming completion of remediation work. This exploratory process does not commit UPC to either acquiring or remediating the Ingersoll-Rand property. If at any point the above exploratory process is terminated, then DTSC would cease suspension of the Order, and the Order would go back into effect.

(e) Anticipated Future Soil and Groundwater Remediation Activities. UPC received proposals from several environmental remediation contractors for remediation of the Ingersoll-Rand property, and has selected a remediation contractor that it anticipates it would work with in the event that UPC acquires the Ingersoll-Rand property. Before remediation activities on the property will be permitted to begin, a Remedial Action Plan (RAP) describing the proposed remedial strategy for the property must be submitted to and approved by DTSC, which will continue to serve as the lead environmental oversight agency for the property. Components proposed for the RAP include:

- Soil excavation and off-site disposal;
- Soil excavation and on-site re-use (any re-use of soils must first be approved by DTSC);
- In Situ (in place) Chemical Oxidation (ISCO). Oxidation chemically converts hazardous contaminants to non-hazardous or less toxic compounds that are more stable, less mobile, and/or inert. The oxidizing agents most commonly used are ozone, hydrogen peroxide, hypochlorites, chlorine, and chlorine dioxide. Hydrogent peroxide will be used in this process along with Fenton's Reagent as the catalyst. A catalyst is a chemical that increases the strength or speed of a process.
- Enhanced Reductive Dechlorination (ERD). Reductive Dechlorination is a biological process that involves the breakdown of VOCs in groundwater by naturally occurring bacteria. The breakdown of VOCs is enhanced by injecting sodium lactate into the groundwater. The bacteria consume sodium lactate and in the process breakdown the VOCs in the groundwater into less toxic substances.

Remediation planning will also include the preparation of a Health and Safety Plan to protect the workers during all remediation and construction activities. Following DTSC approval of the RAP, remediation and removal work would be conducted in accordance with applicable OSHA worker safety regulations. The handling, transport, and storage of any hazardous waste or potentially hazardous waste would be conducted in accordance with applicable laws and regulations.

(f) Anticipated Building Demolition Procedures. Most of the buildings on the Ingersoll-Rand property are proposed for demolition as part of the Project. Both DTSC and the company conducting the clean-up of the site believe there is source material under the building slabs that may be serving as a continuing source of contamination to groundwater. Previous soil removal activities have been limited by the presence of buildings, where further excavation would have compromised the building foundations. Therefore, the buildings where historical operations took place must be removed in order to complete the clean-up of soil at the property.

The debris generated from demolition activities would be crushed into base-rock and stockpiled on-site to be used for site backfill and development. It is estimated that approximately 55,000 tons of recycled concrete would be left on-site or recycled as construction material.

Salvageable metals extracted from demolished buildings would be transported to a metals recycling facility. Excavations would be back-filled with site soils and crushed demolition material, and the demolition areas would be rough graded.

Site control measures would be implemented during demolition activities to ensure public safety, including dust control, air monitoring, and sidewalk closure. Access to the property would be controlled by privacy/security fencing. On-site security services would be obtained to restrict access to the property during nights and weekends until demolition is completed.

Soils disturbed during demolition would be handled in accordance with a Soil Management Plan (SMP). The SMP would include procedures for excavation management, profiling for stockpiles, and procedures to identify soil for re-use or off-site disposal, as appropriate. The SMP would be updated as remediation progresses in accordance with the final RAP (see [e] above).

Based on an asbestos survey of the former Schlage Lock buildings, asbestos containing materials (ACM) would be encountered during demolition of the existing buildings and would require containment and disposal. Asbestos is regulated both as a hazardous air pollutant and as a potential worker safety hazard. Bay Area Air Quality Management District (BAAQMD) and California Division of Occupational Safety and Health (CalOSHA) regulations restrict asbestos emissions from building demolition and renovation activities, and specify safe work practices to minimize the potential for release of asbestos fibers (see subsection 11.2.5 below).

Lead-based paint could be separated from building materials during the demolition process. CalOSHA standards establish a maximum safe exposure level for types of construction work where lead exposure may occur, including demolition of structures where materials containing lead are present; removal or encapsulation of materials containing lead; and new construction, alteration, repair, or renovation of structures with materials containing lead. Inspection, testing, and removal of lead-containing building materials must be performed by state-certified contractors who comply with applicable health and safety and hazardous materials regulations (see subsection 11.2.5 below).

Subsection 11.1.3 below (Hazards and Hazardous Materials Conditions Database for Project Area and Surrounding Vicinity) describes the potential for other hazardous materials being located in the Project Area, including on the Ingersoll-Rand and UPC properties.

(g) Anticipated Soil and Groundwater Handling Procedures During Remediation, Demolition, and Construction. Contaminated soil may be generated at the Ingersoll-Rand property, either as part of excavation activities associated with demolition or construction or potentially as part of remediation activities. Soil that is potentially contaminated and generated by remediation or demolition/construction activities would be handled pursuant to the SMP (see [f] above), including being stockpiled on-site and sampled prior to re-use or disposal at an appropriate facility. Prior to off-site disposal, soils would be properly analyzed to confirm the classification of the soils for re-use or disposal at the appropriate facility.

Any groundwater generated during construction dewatering would be contained and transported off-site for disposal at an appropriate facility, or treated, if necessary, to levels consistent with applicable laws and regulations, prior to discharge into the sanitary sewer.

It is estimated that approximately 46,000 cubic yards (cyds) of soil will be excavated and handled on the Ingersoll-Rand property as part of the remediation of the site. During the remediation phase of the Project, all soil will be handled and managed in compliance with the

DTSC-approved SMP that will be a part of the RAP. Of the 46,000 cyds of soil, it is estimated that 6,000 cyds will be excavated from known and suspected source areas ("hot spots") where the concentration of contaminants is likely to be high, such as in areas of previous remedial activities and under building foundations. Soil from hot spots will be removed and transported off-site for disposal at an approved waste facility. Of the remaining 40,000 cyds, it is expected that approximately 17,000 cyds will have a modest amount of contamination and will require on-site treatment before being allowed to be re-used on-site. Treatment methodology is expected to be on-site aeration, conducted in a manner as allowed and approved by DTSC and the BAAQMD, with all appropriate air monitoring and controls. It is expected that the remaining 23,000 cyds of soil will be within residential clean-up standards or acceptable for use in open space and recreational areas without treatment. This soil will be handled in a manner typical for grading and construction projects and in compliance with the SMP.

(h) Sensitive Nearby Land Uses. Numerous preschools, elementary and middle schools, childcare centers, and senior centers are located within one mile of Redevelopment Zone 1.

11.1.3 Hazards and Hazardous Materials Conditions Database for Project Area and Surrounding Vicinity

The term "Project Area" as used in this chapter and throughout this EIR is defined to mean both the approximately 46-acre area within which the overall "Project" under CEQA would occur, and the associated redevelopment project area to be established within the same boundary through Redevelopment Agency and Board of Supervisors adoption of the Redevelopment Plan. The Project Area boundary is delineated on upcoming Figure 11.1 in this chapter.

(a) Records Search. A summary listing of known recorded sites (i.e., listed in publicly available records) in the Project vicinity (i.e., in the Project Area or within an approximate 500-foot radius ["buffer zone"] of the Project Area) that are or have been contaminated with and/or generators of hazardous materials is provided in Table 11.1. Table 11.1 was developed from a search of jurisdictional agency database sources conducted for the EIR authors by Environmental Data Resources, Inc. (EDR), in order to provide a general indication of possible hazardous material sites and their remediation status on or near the proposed Project Area.[1] As indicated in Table 11.1 and described below, a number of sites in the Project Area and vicinity may contain hazardous materials and have the potential for related public health hazards, including possible soil or groundwater contamination, and hazards associated with other potentially toxic sources. The vast majority of recorded sites in the Project Area are on the Ingersoll-Rand property (in Redevelopment Zone 1); all recorded sites in the 500-foot buffer zone around the Project Area, except one, are on Tunnel Avenue across from the Project Area's eastern boundary.

The database summarized in Table 11.1 represents a broad listing of sites with varying potential for risk from the possible existence of hazardous materials. There are extensive overlaps (redundancies) among these various database listings. Each database listed in Table 11.1 is

[1]The sites listed in Table 11.1 have also been mapped for use by City staff and the EIR authors in evaluating potential Project impacts. A copy of the complete EDR records search report, including the data map (Environmental Data Resources, Inc., EDR Data Map Area Study, Visitacion Valley Redevelopment Program, June 9, 2006), is available for public review at the offices of the San Francisco Redevelopment Agency, 1 South Van Ness Avenue, Fifth Floor, San Francisco; telephone: 415-749-2400.

Table 11.1
SUMMARY OF RECORDED SITES CONTAMINATED WITH AND/OR GENERATORS OF HAZARDOUS MATERIALS IN THE PROJECT AREA VICINITY

Note: This table provides electronic database information that has been compiled by various jurisdictional agencies with responsibility for hazardous materials site management and control (see subsection 11.2.6 herein for a listing of these agencies). A more detailed description of each agency database summarized in this table is provided at the end of this chapter in section 11.4 (Regulatory Agency Database). The database information represents a general indicator of possible hazardous materials sites in the Project Area and vicinity (i.e., the area within an approximate 500-foot radius ["buffer zone"] of the Project Area). The vast majority of recorded sites in the Project Area are on the Ingersoll-Rand property. The list is intended for use as a general indicator of hazardous materials conditions and has not been verified in the field by the EIR authors. Also note that most of the listed sites are included on more than one database, resulting in numerous overlaps (redundancies) in the listing.

Database	Description	Number of Sites in the Project Vicinity and inside the Project Area[1]	
California Hazardous Material Incident Report System (CHMIRS)	Reported hazardous material incidents (i.e., accidental releases or spills)	1	(0)
Emergency Response Notification System (ERNS)	Sites of reported releases of oil or hazardous substances	1	(1)
Cortese	Public drinking water wells with detectable levels of contamination; sites selected for remediation; sites with known toxic material; LUST sites; solid waste disposal facilities	10	(6)
Leaking Underground Storage Tanks (LUST)	Reported leaking underground storage tank incidents	13	(4)
Underground Storage Tanks (UST)	Registered underground storage tanks	2	(1)
Historical Underground Storage Tanks (HIST UST)	Historical listing of UST sites from State Water Resources Control Board (SWRCB)	4	(2)
Aboveground Storage Tank Database (AST)	Registered aboveground storage tanks	1	(0)
Facility Inventory Database (CA FID)	Active and inactive underground storage tank locations	7	(5)
Hazardous Waste Information System (HAZNET)	Data extracted from copies of hazardous waste manifests received by the California Department of Toxic Substances Control (DTSC)	19	(13)
Resource Conservation and Recovery Act Information System (RCRA Info)	Sites that generate, transport, store, treat, and/or dispose of hazardous waste; includes conditionally exempt small-, small-, and large-quantity generators and transporters	10	(6)[2]

Database	Description	Number of Sites in the Project Vicinity and inside the Project Area[1]	
Facility Index System (FINDS)	Facility information and "pointers" to other sources of information that contain more detail (e.g., RCRA Info, CERCLIS)	11	(7)
Federal Toxics Tracking System (FTTS)	Pesticide enforcement actions and compliance activities	2	(2)
Department of Toxic Substances Control (DTSC) Annual Workplan (AWP)	Hazardous substance sites targeted for clean-up	1	(1)
Cal-Sites	Known and potential hazardous substance sites	1	(1)
Dry Cleaners	Dry cleaner facilities with EPA ID numbers	2	(2)
San Mateo County Hazardous Materials Business Plan	Operations with County-required Hazardous Materials Business Plans	7	(1)
Emissions Inventory Data (EMI)	Toxic and criteria pollutant emissions data collected by the Air Resources Board (ARB) and local pollution agencies	6	(4)
Statewide Environmental Evaluation and Planning System (SWEEPS)	UST listing from SWRCB--no longer maintained or updated	7	(5)
Solid Waste Facilities/Landfill Sites (SWF/LF)	Solid waste disposal facilities or landfills	1	(0)
Waste Management Unit Database System (WMUDS/SWAT)	Tracking and inventory of waste management units	1	(0)
Recycler Database (SWRCY)	Recycling facilities	1	(0)

SOURCE: Environmental Data Resources, Inc. EDR Data Map Area Study, Visitacion Valley Redevelopment Program (Inquiry number 01692330.1r). June 9, 2006.

[1] Some sites may be included on more than one database; i.e., there are numerous overlaps (redundancies) in the listing. The number in parentheses is that portion of the total that is located inside the boundaries of the Project Area (i.e., the remaining sites are located outside the Project Area, but within the 500-foot buffer zone).

[2] Includes seven small-quantity generators (SQG) (three in the Project Area) and three large-quantity generators (LQG); all LQGs are on the Ingersoll-Rand/Universal Paragon Corporation (UPC) properties (in Redevelopment Zone 1).

described in more detail in section 11.4 (Regulatory Agency Database) at the end of this chapter. The table information is intended for use as a general indicator of hazardous materials conditions in the Project Area and vicinity and has not been field checked to verify its accuracy.

The Project Area includes 61 listings on the various jurisdictional agency databases described above. Due to the numerous overlaps in the databases for listings in the Project Area (because different jurisdictional agencies monitor different environmental issues), these 61 listings comprise ten actual locations (street addresses or individual facilities). The vast majority of the recorded sites in the Project Area are on the Ingersoll-Rand property (in Redevelopment Zone 1). Within a 500-foot radius buffer zone of the Project Area, an additional 47 listings are identified at an additional eight locations. All recorded sites in the buffer zone, except one, are on Tunnel Avenue across from the Project Area's eastern boundary.

11.2 REGULATORY FRAMEWORK

11.2.1 San Francisco General Plan

The San Francisco General Plan *Community Safety Element* (adopted by the Board of Supervisors on August 15, 1997) contains the following policy relevant to the proposed Visitacion Valley redevelopment program and its relationship to hazardous materials conditions:

- *Enforce state and local codes that regulate the use, storage and transportation of hazardous materials in order to prevent, contain and effectively respond to accidental releases.* (Policy 2.12)

The San Francisco Planning Department is in the process of updating the *Community Safety Element*. As of the writing of this EIR chapter, the *Preliminary Draft Community Safety Element* (March 1, 2007), posted on the City's website (www.sfgov.org), included the following policies relevant to the proposed redevelopment program and associated hazardous materials conditions, the first of which is identical to adopted Policy 2.12 above:

- *Enforce state and local codes that regulate the use, storage and transportation of hazardous materials in order to prevent, contain and effectively respond to accidental releases.* (Preliminary Draft Policy 1.20)

- *Educate the public about hazardous materials procedures, including transport, storage and disposal.* (Preliminary Draft Policy 1.21)

The proposed Project is being formulated and implemented by the Redevelopment Agency in a manner consistent with the above adopted and draft new policies.

11.2.2 City of San Francisco Hazardous Materials Regulations

Four *San Francisco Health Code* regulations and other requirements pertaining to hazardous materials and waste are relevant to development and redevelopment in the Project Area. These include Article 22A (Analyzing Soils for Hazardous Waste), Article 21 (Hazardous Materials), Article 21A (Risk Management Program), and Article 22 (Hazardous Waste Management). Also, Chapter 34, Section 3407 of the *San Francisco Building Code* specifies procedures for the safe implementation of lead-based paint abatement activities in San Francisco. The local Health and Building codes also incorporate, by reference, the California Health and Safety

Code, California Hazardous Waste Control Act, Uniform Building Code, and California Building Code. (In some cases, the local codes include stricter requirements; for example, the *San Francisco Building Code* has stricter requirements than the California Building Code.) These four relevant San Francisco Health Code articles are further described below:

(a) Article 22A--Analyzing Soils for Hazardous Waste. Article 22A applies automatically to construction bayward of the historic high tide line that would involve excavation of greater than 50 cubic yards of soil.[1] Before the 20th century, the road that is now Bayshore Boulevard generally followed the historic San Francisco Bay shoreline.[2] In 1904, the Southern Pacific Railroad Company began filling in land along the Bay and building the tunnel that still exists under the intersection of Tunnel and Blanken Avenues.[3] Therefore, Redevelopment Zone 1 (i.e., the area east of Bayshore Boulevard) is considered subject to Article 22A. Also, Article 22A, Section 1223 states, "[T]he Director [of the San Francisco Department of Public Health] has authority to require soil analysis pursuant to the provisions of this Article as part of any building permit application when the Director has reason to believe that hazardous wastes may be present in the soil at the property." Therefore, this discretionary authority might be applied in the future to other sites in the Project Area (i.e., Redevelopment Zone 2).

Article 22A requirements are summarized below. The requirements would be implemented through the building permit application (or equivalent process) for all applicable construction activities within the Project Area. Major requirements include:

- Preparation of a site history report to describe past site uses and identify whether the site is listed as a hazardous waste site pursuant to state or federal regulations;
- Implementation of a soil investigation to evaluate the potential presence of hazardous wastes in the soil;
- Preparation of a soil analysis report that evaluates the results of chemical analysis of the soil samples;
- If contamination is identified, preparation of a site mitigation report that assesses potential environmental and health and safety risks, recommends measures to mitigate the risks, identifies appropriate waste disposal and handling requirements, and presents criteria for on-site re-use of soil; and
- Preparation of a certification report stating that either (1) none of the hazardous wastes in the soil present a significant risk, and no mitigation measures are required, or (2) all mitigation measures recommended in the site mitigation report have been completed, as verified through follow-up soil sampling and analysis, if required.

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[1]The potential for hazardous waste at a site not located bayward of the historic high tide line would be evaluated by the completion of a site-specific Phase I environmental site assessment (Phase I ESA), and possibly a Phase II ESA, prior to site development. See subsection 11.2.3 herein for an explanation of ESA procedures.

[2]Universal Paragon Corporation and Wallace Roberts & Todd, LLC/Solomon E.T.C. Brisbane Baylands Phase I Specific Plan. February 21, 2006, p. 11.

[3]Carey & Co. Inc. Visitacion Valley Redevelopment EIR Historic Resources Technical Report. April 2008.

Article 22A requires that all required reports be prepared by knowledgeable, certified professionals and provide information on historic and current hazardous waste contamination on-site. If a soil analysis report is required, the report is submitted to the San Francisco Department of Public Health (SFDPH), DTSC, and the RWQCB. If a site mitigation report is required based on the results of the soil analysis report, the site mitigation report must: (1) assess potential environmental and health and safety risks; (2) recommend clean-up levels and mitigation measures, if any are necessary, that would protect workers and occupants of the property; (3) recommend measures to mitigate the identified risks; (4) identify appropriate waste disposal and handling requirements; and (5) present criteria for on-site re-use of soil. The recommended measures would be completed during project construction, and a certification report would be required upon completion of construction, stating that all mitigation measures recommended in the site mitigation report have been completed, as verified through follow-up soil sampling and analysis, if required.

If the approved site mitigation report includes leaving hazardous materials in the soil or groundwater with containment measures to prevent exposure, the SFDPH would require an associated Risk Management Plan, Health and Safety Plan, and possibly a Cap Maintenance Plan. These plans would specify procedures for preventing unsafe exposure to hazardous materials left in place, and safe procedures for handling hazardous materials should site disturbance be required. The SFDPH would require a deed notice, and the requirements of these plans would transfer to the new property owners if the property is sold.

If the soil analysis report does not indicate a potential risk to future on-site workers or occupants, then the certification report will state that hazardous materials in the soil do not present a significant risk and that no mitigation is required.

In summary, implementation of Article 22A protects the health and safety of the City's workers, residents, and occupants from risks associated with hazardous wastes in the soil by requiring a site assessment, and mitigation of risks identified, as a condition of project construction.

(b) Article 21--Hazardous Materials. Article 21 of the San Francisco Health Code provides for safe handling of *hazardous materials* in the City. The Article requires any person or business that handles, sells, stores, or otherwise uses hazardous materials in quantities exceeding specified thresholds, to obtain and keep a current hazardous materials certificate of registration and to implement a hazardous materials business plan (HMBP) submitted with the registration application. Also under Article 21, facilities with underground storage tanks (USTs) are required to obtain an operating permit, and unauthorized releases of hazardous materials are prohibited, with specific requirements for: (1) reporting any unauthorized release, (2) inspections after an unauthorized release, (3) addressing abandoned USTs or hazardous materials handling facilities, and (4) closure of hazardous materials handling facilities.

Article 21 helps protect the health and safety of the general public and of emergency response personnel such as fire fighters and paramedics. Data on hazardous materials use are stored in a citywide computer system made available to emergency responders. The database assists emergency responders to assess and resolve hazardous materials incidents quickly and safely. The City performs inspections of hazardous materials handling facilities every one to two years, or upon complaint.

Article 21 incorporates the following: (1) California Underground Storage Tank Regulations specified in the California Health and Safety Code, Chapters 6.7 and 6.75; (2) Hazardous Materials Release Response Plans and Inventory Regulations requiring preparation of an

HMBP, as specified in the California Health and Safety Code, Chapter 6.95, Article 1; (3) Aboveground Petroleum Storage Tank Regulations requiring preparation of a Spill Prevention, Control, and Countermeasure (SPCC) plan, as specified in the California Health and Safety Code, Section 25270.5; and (4) hazardous materials management provisions of the Uniform Fire Code requiring Hazardous Materials Inventories, as specified in Sections 8001.3.2(a) and 8001.3.3(a). Article 21 also provides for stricter local requirements.

(c) Article 21A--Risk Management Program. Article 21A of the *San Francisco Health Code* addresses the safe handling of *regulated substances* in the City.[1] In accordance with the Article, any business that handles, sells, stores, or otherwise uses regulated substances in quantities exceeding specified thresholds, is required to register with the SFDPH and prepare a risk management plan (RMP). Article 21A incorporates the requirements of the California Accidental Release Program, as specified in the California Health and Safety Code, Chapter 6.95, Article 2.

Article 21A helps protect the health and safety of the general public and of emergency response personnel such as fire fighters and paramedics, by requiring an RMP prepared interactively with the SFDPH. The RMP must include a hazard assessment to evaluate the potential effects of an accidental release, a program for preventing an accidental release, and a program for responding to an accidental release.

(d) Article 22--Hazardous Waste Management. Article 22 of the *San Francisco Health Code* addresses the safe handling of *hazardous wastes* in the City. The Article incorporates the state requirements for hazardous waste management specified in the California Health and Safety Code, Chapter 6.5, Article 2 (Hazardous Waste Control Act), and authorizes the SFDPH to implement the requirements of the Act as they apply to hazardous waste generators in San Francisco. In accordance with Article 22, the SFDPH has the authority to conduct inspections of any facility where hazardous wastes are stored, handled, processed, disposed of, or treated to recover resources. All of these facilities must maintain records to document compliance with the Hazardous Waste Control Act; hazardous wastes generated at a facility must be disclosed in the Hazardous Materials Certificate of registration and HMBP prepared pursuant to Article 21 of the *San Francisco Health Code* (see [b] above).

(e) San Francisco Building Code, Chapter 34, Section 3407. The use of lead-based paint is no longer allowed in the United States. Chapter 34, Section 3407 of the *San Francisco Building Code* includes requirements for projects that disturb existing lead-based paint on the exterior of buildings or steel structures. Implementation of the Building Code protects the health and safety of workers, residents, and occupants from risks associated with lead-based paint, by specifying requirements to control lead-based paint during demolition activities.

11.2.3 Environmental Site Assessment (ESA) Procedures

If the presence of hazardous wastes is not suspected at a development site in the Project Area, Article 22A (described in section 11.2.2[a] above) would not apply. However, the Redevelopment Agency would require a *Phase I environmental site assessment* (Phase I ESA) prior to site development. A Phase I ESA is the initial investigation phase of a process

[1]Regulated substances are (1) any chemicals designated as an extremely hazardous substance by the U.S. Environmental Protection Agency as part of its implementation of the Superfund Amendments and Reauthorization Act (SARA) Title III, or (2) any chemicals listed in Title 40 of the Federal Code of Regulations pursuant to the Clean Air Act.

established by the American Society for Testing and Materials Standards (ASTM),[1] sanctioned by U.S. courts, and underscored (cited) by the Superfund Clean-up Act of 1998, as adequate due diligence by new purchasers of properties or their lenders. The Redevelopment Agency would require a Phase I ESA under the Polanco Act, which is part of the Community Redevelopment Act.

The State of California has established a registration requirement and procedure for preparers of Phase I and Phase II ESAs. All ESAs in the state must be prepared by an associated Registered Environmental Assessor. Under this environmental assessment process, a Phase I ESA report prepared for a real estate holding would identify existing or potential environmental contamination liabilities. The Phase I ESA typically addresses both the underlying land as well as physical improvements to the property. The Phase I ESA site examination typically includes a jurisdictional agency file search for any reported issues, and may also include definition of any evident signs of possible asbestos- or lead-containing building materials or chemical residues in existing structures; identification of possible hazardous substances stored or used on-site; assessment of possible mold and mildew; and discussion of other relevant hazardous materials issues. Actual sampling of soil, air, groundwater, or building materials typically is not conducted during a Phase I ESA. The Phase I ESA generally is considered the first step in the environmental due diligence process.

When a Phase I ESA indicates evidence of site contamination, the Redevelopment Agency would require a *Phase II environmental site assessment* (Phase II ESA). The Phase II ESA includes collection of original samples of soil, groundwater, or building materials to measure and analyze quantities of various contaminants. The most frequent substances tested for are petroleum hydrocarbons, heavy metals, pesticides, solvents, asbestos, and mold. Appropriate clean-up levels for each contaminant, based on current and planned land use, would be determined in accordance with professional procedures adopted by the lead jurisdictional agency (e.g., DTSC, RWQCB, SFDPH). At sites near ecological receptors, such as sensitive plant or animal species, that could be exposed to hazardous materials, clean-up levels would be determined according to the lead agency's adopted standards.

Phase I and II ESAs are generally intended for properties where the presence of contamination is unknown or suspected. Due to the extensive history of site investigations on the Ingersoll-Rand and UPC properties--including sampling, analysis, and remedial actions for both soil and groundwater--Phase I and II ESAs of these properties were not completed. The currently detailed environmental information and investigation of environmental conditions for the Ingersoll-Rand and UPC properties (as evidenced in this EIR chapter) far exceed the typical scope of a Phase I or Phase II ESA.

11.2.4 Polanco Redevelopment Act

The Polanco Redevelopment Act (AB 3193, Chapter 1113, Statutes of 1990, Polanco), part of the Community Redevelopment Act, was enacted to assist redevelopment agencies in responding to brownfield properties (i.e., properties with real or perceived environmental contamination) in their redevelopment areas. It prescribes processes for redevelopment agencies to follow when cleaning up a hazardous substance release in a redevelopment project area. It also provides immunity from liability for redevelopment agencies and subsequent property purchasers for sites cleaned up under a clean-up plan approved by DTSC or a

[1] ASTM Standard E1527-05

Regional Water Quality Control Board. The Polanco Redevelopment Act has become a widely used tool by redevelopment agencies to guide and pursue redevelopment of brownfields.[1]

11.2.5 Regulation of Hazardous Building Components

Structural building components, particularly in older buildings, sometimes contain hazardous materials such as, among others, asbestos, polychlorinated biphenyls (PCBs), lead, and mercury. These materials are subject to various regulations.

Asbestos. Asbestos is regulated both as a hazardous air pollutant and as a potential worker safety hazard. Bay Area Air Quality Management District (BAAQMD) and California Division of Occupational Safety and Health (CalOSHA) regulations restrict asbestos emissions from building demolition and renovation activities, and specify safe work practices to minimize the potential for release of asbestos fibers. These regulations prohibit emissions of asbestos from asbestos-related manufacturing, demolition, and construction activities; require medical examinations and monitoring of employees engaged in activities that could disturb asbestos; specify precautions and safe work practices that must be followed to minimize the potential for release of asbestos; and require notice to federal and local government agencies prior to beginning building demolition or renovation activity that could disturb asbestos.

PCBs. The California Department of Toxic Substances Control (DTSC) classifies PCBs as a hazardous waste when concentrations exceed 5 parts per million (ppm) in liquids or 50 ppm in non-liquids. PCBs, whose production in the United States was stopped in 1977, were used as coolants and lubricants in transformers, capacitors, and other electrical equipment. For example, televisions, refrigerators, and fluorescent light ballasts manufactured before January 1, 1978 may contain PCBs.[2] Such items (if manufactured before 1978) are regulated as hazardous waste and must be transported and disposed of as hazardous waste.

Lead. CalOSHA standards establish a maximum safe exposure level for types of construction work where lead exposure may occur, including demolition of structures where materials containing lead are present; removal or encapsulation of materials containing lead; and new construction, alteration, repair, or renovation of structures with materials containing lead. Inspection, testing, and removal of lead-containing building materials must be performed by state-certified contractors who comply with applicable health and safety and hazardous materials regulations. Typically, building materials with lead-based paint attached are not considered hazardous waste unless the paint is chemically or physically removed from the building debris. In addition, Chapter 34, Section 3407 of the *San Francisco Building Code*, described in section 11.2.2(e) above and cited in upcoming subsection 11.3.2 (Impacts and Mitigation Measures) under **Potential Impacts Due to Lead-Based Paint Exposure--Entire Project Area**, applies to the disturbance of existing lead-based paint on the exterior of buildings and steel structures.

Mercury. Spent fluorescent light tubes, thermostats, and other electrical equipment may contain heavy metals such as mercury that, if disposed of in landfills, can leach into soil or groundwater.

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[1]California Environmental Protection Agency, www.calepa.ca.gov/Brownfields/PolancoAct.htm; accessed March 20, 2008.

[2]Department of Health and Human Services, Agency for Toxic Substances & Disease Registry; *ToxFAQs for Polychlorinated Biphenyls (PCBs)*; updated January 31, 2007, www.atsdr.cdc.gov/tfacts17.

Lighting tubes typically contain concentrations of mercury that may exceed regulatory thresholds for hazardous waste and, as such, must be managed in accordance with hazardous waste regulations. Elemental mercury waste is considered hazardous. Mercury can also be present in traps in the plumbing of older buildings in which mercury-containing equipment has been used.

11.2.6 Other Regulatory Agencies

The following federal and state agencies have regulatory authority for the handling and management of hazardous materials and wastes, and general public health and safety in San Francisco:

(a) U.S. Environmental Protection Agency. The U.S. Environmental Protection Agency (EPA), Region IX, regulates chemical and hazardous materials use, storage, treatment, handling, transport, and disposal practices; protects workers and the community (along with CalOSHA--see below); and integrates the federal Clean Water Act and Clean Air Act into California legislation. The EPA (or one of its divisions, such as DTSC) maintains many of the database sources listed in Table 11.1 of this chapter.

(b) Federal Occupational Safety and Health Administration. The federal Occupational Health and Safety Administration (OSHA) establishes and enforces federal regulations related to health and safety of workers exposed to toxic and hazardous materials. In addition, OSHA sets health and safety guidelines for construction activities and manufacturing facility operations.

(c) California Occupational Safety and Health Administration. The California Occupational Safety and Health Administration (CalOSHA) is responsible for promulgating and enforcing state health and safety standards and implementing federal OSHA laws.

(d) State of California Regional Water Quality Control Board. As part of a statewide system, the Regional Water Quality Control Board (RWQCB), San Francisco Region, protects surface and groundwater quality from pollutants discharged or threatened to be discharged to the waters of the state. The RWQCB issues and enforces National Pollutant Discharge Elimination System (NPDES) permits and regulates leaking underground storage tanks and other sources of groundwater contamination.

(e) California Department of Toxic Substances Control. The California EPA, Department of Toxic Substances Control (DTSC), regulates hazardous substances and wastes, oversees remedial investigations, protects drinking water from toxic contamination, and warns public exposed to listed carcinogens. DTSC is the regulatory agency with oversight of the Ingersoll-Rand and UPC property remediation in the Project Area, as described in subsection 11.1.2 of this chapter.

(f) California Highway Patrol/Caltrans. The California Highway Patrol (CHP) and Caltrans have primary regulatory responsibility for the transportation of hazardous wastes and materials.

(g) Bay Area Air Quality Management District. The Bay Area Air Quality Management District (BAAQMD) is responsible for the permitting of industrial air emissions, and sets and enforces regional air quality standards. For example, the BAAQMD may impose specific requirements to protect air quality from dust, lead, hydrocarbon vapors, or other airborne contaminants during hazardous materials remediation.

11.3 IMPACTS AND MITIGATION MEASURES

11.3.1 Significance Criteria

Based on the CEQA Guidelines, the Visitacion Valley Redevelopment Program would be considered to have a significant impact related to hazards and hazardous materials if it would directly or indirectly:[1]

(1) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials;

(2) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment;

(3) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school;

(4) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, create a significant hazard to the public or the environment; or

(5) Impact implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan.

11.3.2 Impacts and Mitigation Measures

The discussion below often cites "local, state, and federal" and other applicable regulations; this citation refers to the hazard and hazardous materials regulations and associated regulatory agencies described in previous section 11.2 (Regulatory Framework) of this chapter.

Potential Impacts Due to Exposure to Existing Soil or Groundwater Contamination--Redevelopment Zone 1. As described previously in subsection 11.1.2 (Historical Uses and Ongoing and Future Remediation Activities in Redevelopment Zone 1) of this EIR chapter, a comprehensive environmental clean-up (soil and groundwater remediation) process for the Ingersoll-Rand and UPC properties is underway. These two properties comprise the vast majority of Redevelopment Zone 1. Implementation of future Project-facilitated development plans for Redevelopment Zone 1 would be dependent on their clean-up according to DTSC protocols. DTSC-required remedial investigations and actions have been ongoing since the mid-1990s and will continue even if the proposed Project (redevelopment program) is not advanced. Project-facilitated future development activity within Zone 1 cannot proceed until the required remediation actions previously described in subsection 11.1.2 herein have been completed to DTSC satisfaction. The proposed remediation, under consideration by DTSC, includes measures to ensure the safe transport, use, treatment, and disposal of contaminated soil and groundwater. In addition, contractors will be required to comply with OSHA health and safety standards for all remediation work. Therefore, impacts related to creation of hazards to the workers and the public through transport, treatment, use, disposal, and risk of upset would be ***less-than-significant***.

[1]CEQA Guidelines, Appendix G, items VII(a-e).

Pursuant to CEQA and the Significance Criteria listed above, these identified ongoing remediation needs do not constitute a direct or indirect environmental impact resulting from the proposed Project. Required compliance by future, individual, site-specific developments in Redevelopment Zone 1 with these regulations would adequately assure that associated potential health and safety impacts due to exposure to existing soil and groundwater contamination would be ***less-than-significant***.

Mitigation. No significant new Project-created adverse existing hazardous soil or groundwater contamination exposure impact in Redevelopment Zone 1 has been identified; no mitigation is required.

Impact 11-1: Potential Impacts Due to Exposure to Existing Soil or Groundwater Contamination--Redevelopment Zone 2. Redevelopment Zone 2 (west of East Bayshore Boulevard) does not have the history of hazardous materials use and related soil and groundwater contamination, investigation, and remediation activity associated with Redevelopment Zone 1. Nevertheless, there is a possibility that Project-facilitated demolition, renovation, and new construction activity in Zone 2 could encounter and expose workers to existing spilled, leaked, or otherwise discharged hazardous materials or wastes. This possibility represents a ***potentially significant impact*** (see criteria 2 through 4 in subsection 11.3.1, "Significance Criteria," above).

Mitigation 11-1. Each developer of a site in Redevelopment Zone 2 shall be required to comply with all applicable existing local-, state-, and federal-mandated site assessment, remediation, and disposal requirements for soil, surface water, and/or groundwater contamination. In particular, these include the requirements of the City and County of San Francisco, RWQCB, and DTSC. Previous subsections 11.2.2 (City of San Francisco Hazardous Materials Regulations) and 11.2.3 (Environmental Site Assessment Procedures) herein summarize these requirements. Compliance with these existing local-, state-, and federal-mandated site assessment, remediation, and disposal requirements would be accomplished through the following steps:

(a) Soil Contamination. In order to mitigate potential health hazards related to construction personnel or future occupant exposure to soil contamination, developers would complete the following steps for each site proposed for disturbance as part of a Project-facilitated construction activity in Redevelopment Zone 2:

Step 1. Investigate the site to determine whether it has a record of hazardous material discharge (Phase I environmental site assessment), and if so, characterize the site according to the nature and extent of soil contamination that is present (Phase 2) before development activities proceed at that site.

(continued)

Mitigation 11-1 (continued):

Step 2. Based on the proposed activities associated with the future project proposed, determine the need for further investigation and/or remediation of the soils conditions on the contaminated site. For example, if the location is slated for commercial land use, such as a retail center, the majority of the site will be paved and there will be little or no contact with contaminated soil. Industrial clean-up levels would likely be applicable. If the slated development activity could involve human contact with soils, such as may be the case with residential use, then Step 3 should be completed. If no human contact is anticipated, then no further mitigation is necessary.

Step 3. Should the Phase 2 investigation reveal high levels of hazardous materials in the site soils, mitigate health and safety risks according to City of San Francisco, RWQCB, and DTSC regulations. This would include site-specific health and safety plans prepared prior to undertaking any building or utility construction. Also, if buildings are situated over soils that are significantly contaminated, undertake measures to either remove the chemicals or prevent contaminants from entering and collecting within the building. If remediation of contaminated soil is infeasible, a deed restriction would be necessary to limit site use and eliminate unacceptable risks to health or the environment.

(b) Surface or Groundwater Contamination. In order to reduce potential health hazards due to construction personnel or future occupant exposure to surface water or groundwater contamination, developers would complete the following steps for each site proposed for disturbance as part of a Project-facilitated construction activity in Redevelopment Zone 2:

Step 1. Investigate the site to determine whether it has a record of hazardous material discharge into surface or groundwater, and if so, characterize the site according to the nature and extent of contamination that is present before development activities proceed at that site.

Step 2. Install drainage improvements in order to prevent transport and spreading of hazardous materials that may spill or accumulate on-site.

Step 3. If investigations indicate evidence of chemical/environmental hazards in site surface water and/or groundwater, then mitigation measures acceptable to the RWQCB and DTSC would be required to remediate the site prior to development activity.

(continued)

Mitigation 11-1 (continued):

Step 4. Inform construction personnel of the proximity to recognized contaminated sites and advise them of health and safety procedures to prevent exposure to hazardous chemicals in surface water/groundwater.

Compliance by future, individual, site-specific developments in Redevelopment Zone 2 with established regulations (accomplished through the steps outlined above) would adequately assure that associated potential health and safety impacts due to exposure to existing soil and groundwater contamination would be ***less-than-significant***.

For Redevelopment Zone 1, remediation requirements are described in previous subsection 11.1.2 (Historical Uses and Ongoing and Future Remediation Activities in Redevelopment Zone 1).

Potential Impacts Due to Discharge of Contaminated Groundwater--Entire Project Area. Where construction would require dewatering of contaminated groundwater, a release of hazardous materials could occur, potentially resulting in exposure to the public and the environment. If dewatering is required, the groundwater could be discharged to the City's combined storm and sanitary sewer system in accordance with the City's Industrial Waste Ordinance (*Public Works Code*, Article 4.1) and Order No. 158170 of the San Francisco Public Works Department. These regulations require a permit for discharge to the combined sewer, and establish discharge limitations and other criteria. Article 4.1 also prohibits discharge of hazardous wastes into the combined sewer system.

The discharged water would need to be sampled during dewatering to demonstrate that discharge standards in the Ordinance are met. If the groundwater does not meet the standards, either on-site pretreatment would be required before discharge to the combined system, or off-site disposal by a certified waste hauler would be required. Implementation of the regulatory process outlined above would result in a ***less-than-significant impact*** associated with the discharge of contaminated groundwater.[1]

Mitigation. No significant adverse impact related to the discharge of contaminated water has been identified; no mitigation is required.

Potential Impacts Due to Future On-Site Hazardous Materials Storage and Use--Entire Project Area. Hazardous substances may be stored, generated, and/or used in association with new residential, commercial, and cultural uses proposed or facilitated by the Project. Residents, employees, and visitors may be exposed to accidental spillage or leakage of hazardous materials stored in on-site locations. The City would require all new commercial and other uses in the Project Area to follow applicable regulations and guidelines regarding the storage and handling of hazardous waste. All hazardous materials are required to be stored and handled according to manufacturer's directions and local, state, and federal regulations.

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[1]For Redevelopment Zone 1, remediation requirements are described in previous subsection 11.1.2 (Historical Uses and Ongoing and Future Remediation Activities in Redevelopment Zone 1).

Some of these regulations may include posting of signs, Fire Department approval of occupants' hazardous materials plans, and specialized containment facilities. These established measures would be expected to ensure that the potentially significant health and safety effects associated with Project-related potential exposure to stored hazardous materials would remain a ***less-than-significant impact***.

Mitigation. No significant adverse hazardous materials storage or use impact has been identified; no mitigation is required.

Potential Impacts Due to Underground Storage Tanks--Entire Project Area. The Project Area contains underground storage tanks (USTs) (see Table 11.1 in this chapter), one or more of which may require removal as part of Project-facilitated development. Article 21 of the *San Francisco Health Code* governs the removal of USTs. Requirements include:

1. Submitting a closure plan to the City for approval prior to UST removal;

2. Removing and properly disposing of any remaining hazardous materials in the tank, and having the tank removal supervised by the City;

3. Recycling or disposing of the discarded tank;

4. Sampling of soil, and possibly groundwater, within the tank excavation;

5. Submitting an Underground Tank Unauthorized Release (Leak)/Contamination Site Report to the San Francisco Department of Public Health (SFDPH) if a chemical release were indicated on the basis of visual observation or sampling within the tank excavation;

6. Filing a final report with the City documenting tank removal activities and any residual contamination left in place. Upon approval of this report, the City will issue a Certificate of Completion; and

7. If a hazardous materials release is indicated, the site owner would be required to submit a corrective action plan, including a community health and safety plan, to the SFDPH and RWQCB. Remediation of the site would be required in accordance with applicable federal, state, and local regulations.

Alternatively, if tank removal were considered infeasible by the City, the tank could be retained and closed in place, with appropriate safeguards if necessary (e.g., sealing) implemented under City supervision.

Implementation of the regulations outlined above would result in a ***less-than-significant impact*** associated with the closure of underground storage tanks.

Mitigation. No significant adverse impact related to the closure of underground storage tanks has been identified; no mitigation is required.

Potential Impacts Due to Asbestos and PCB Exposure--Entire Project Area. Removal or disturbance of asbestos-containing material (ACM) and/or transformers during Project-facilitated alteration, renovation, or demolition of existing structures in the Project Area could expose

construction workers and the general public to friable asbestos and/or PCBs. Therefore, as a condition of Project-facilitated alteration, renovation, or demolition permit approval for buildings within the Project Area, the City would routinely require the project applicant to coordinate with the Bay Area Air Quality Management District (BAAQMD) to determine if asbestos or PCBs are present.

Ensuring proper identification and removal of ACM and/or PCBs requires each future, individual, site-specific project applicant within the Project Area to complete the following steps:

Step 1. Thoroughly survey the project site and existing structures for the presence of asbestos-containing material. The survey shall be performed by a person who is properly certified by OSHA and has taken and passed an EPA-approved building inspector course.[1]

Step 2. If building elements containing any amount of asbestos are present, prepare a written *Asbestos Abatement Plan* describing activities and procedures for removal, handling, and disposal of these building elements using the most appropriate procedures, work practices, and engineering controls.

Step 3. Provide the asbestos survey findings, the written *Asbestos Abatement Plan* (if necessary), and notification of intent to demolish to the City of San Francisco Department of Public Health at least ten days prior to commencement of demolition.

Step 4. Remove any on-site transformers prior to demolition of non-residential buildings.

These required measures under existing regulations would be expected to reduce the potentially significant health and safety impacts associated with asbestos removal and PCBs to a ***less-than-significant level***.

Mitigation. No significant adverse asbestos or PCB exposure impact has been identified; no mitigation is required.

Potential Impacts Due to Lead-Based Paint Exposure--Entire Project Area. Lead is a heavy, toxic metal. Lead-based paint was commonly used prior to 1960 and is assumed to be present in many older buildings in the Project Area, including the Schlage Lock buildings. If lead-based paint is present and has delaminated (split into thin layers) or chipped from surfaces, airborne lead particles could be released.

Demolition and renovation activities must comply with Chapter 34, Section 3407 of the *San Francisco Building Code* (Work Practices for Exterior Lead-Based Paint), which includes requirements for projects that disturb ten square feet or more of lead-based paint on building exteriors or steel structures constructed prior to 1979 (when lead-based paint was banned). Section 3407 protects the health and safety of workers, residents, and occupants from risks associated with lead-based paint by requiring specific notification and performance standards. Section 3407 requires the property owner or contractor to:

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[1]This step has been completed for the Ingersoll-Rand/Schlage Lock buildings in Redevelopment Zone 1.

- Notify the Department of Building Inspection (DBI) prior to starting work, describing the nature, location, and schedule of the work;
- Post a sign at all work locations where containment is required, stating that lead abatement is in progress and public access is prohibited;
- Notify the tenant(s) when the lead abatement work will be performed on a residential property occupied by one or more tenants; and
- The contractor shall notify the property owner when work on a residential project will disturb lead-based paint.

Section 3407 requires lead-based paint containment barriers as effective at protecting human health and the environment as the performance standards in the most recent *Guidelines for Evaluation and Control of Lead-Based Paint Hazards* (U.S. Department of Housing and Urban Development). Accordingly, HEPA vacuums may be required for abrasive blasting, water blasting, scraping, or sanding; and burning, torching, and similar activities are prohibited. Following completion of lead-based paint abatement, all visible lead-based paint particles must be removed from the site.

The DBI may inspect lead-based paint abatement activities at any time during construction to confirm that work is being conducted in accordance with Section 3407. The DBI is also responsible for addressing citizen complaints related to lead-based paint abatement activities and may issue a Notice of Violation, a Stop Work order, or a fine for work in violation of Section 3407.

Implementation of the regulations outlined above would result in a ***less-than-significant impact*** associated with lead-based paint exposure.

Mitigation. No significant adverse impact related to potential lead-based paint exposure has been identified; no mitigation is required.

Potential Impacts Due to Accidental Release of Hazardous Materials or Wastes During Normal Transport Operations--Entire Project Area. The proposed Project could result in the use and disposal of hazardous materials in the Project Area, which in turn could increase the potential for transportation-related accidents along the routes where these hazardous materials are transported. Transporters of hazardous materials and wastes are subject to local, state, and federal regulations, which would minimize the risk; however, the potential would always remain for an accidental release of hazardous materials or wastes, which could then result in a potential impact on public health or the environment. As described earlier, DTSC will require a RAP describing clean-up procedures in these circumstances.

In Redevelopment Zone 1, the proposed remediation design plan would include a Transportation Plan that would address accidental release of contaminated soil. Soils disturbed during demolition would be handled in accordance with a Soil Management Plan (SMP). The SMP would include procedures for excavation management, profiling for stockpiles, and procedures to identify soil for re-use or off-site disposal, as appropriate. The SMP would be updated as remediation progresses in accordance with the final RAP (see 11.1.2[e] above).

Truck routes are designated across San Francisco and beyond to facilitate truck traffic between industrial and commercial locations and the freeway system. The California Highway Patrol (CHP) and the California Department of Transportation (Caltrans) are the primary state agencies that enforce federal and state regulations pertaining to hazardous materials transport in California. The U.S. Department of Transportation regulates the transport of chemicals and hazardous materials by truck between states. These agencies regulate container types, packaging requirements, licensing, and training for truck operations, chemical handling, and hazardous waste hauling. Clean-up of hazardous transport spills are typically the responsibility of the CHP (if on a state highway) or local emergency response agencies. For example, the San Francisco Fire Department includes over 60 specially trained Hazardous Materials Specialists and a Hazardous Materials Response Unit that is outfitted with equipment for hazardous materials identification, assessment, protection, control and containment, and decontamination.[1]

Because compliance with existing regulations for transport of hazardous materials would minimize the risk of accidental release during normal transport operations, this impact would be ***less-than-significant.***

Mitigation. No significant adverse impact related to the transport of hazardous materials and wastes has been identified; no mitigation is required.

Potential Interference with Emergency Response and Evacuation Plans--Entire Project Area. Project implementation would encourage new construction in the Project Area that could result in traffic congestion in the event of an emergency evacuation. San Francisco ensures fire safety primarily through the *San Francisco Building Code* and *San Francisco Fire Code.* Existing buildings are required to meet these codes, and new residential building plans (for two or more units) are reviewed by the Department of Building Inspection (DBI) and the Fire Department to ensure conformance. Depending on building type, an individual site emergency procedure manual and exit drill plan may also be required in consultation with the Mayor's Office of Emergency Services.

Compliance with the above codes would result in a ***less-than-significant impact*** associated with potential interference with emergency response and evacuation plans.

Mitigation. No significant adverse impact related to potential interference with emergency response and evacuation plans has been identified; no mitigation is required.

Construction-Related Air Quality Impacts. Demolition or construction activities permitted and/or facilitated by the proposed remediation and redevelopment program may generate remediation and construction period exhaust emissions and fugitive dust that could temporarily but noticeably affect local air quality. This issue is discussed in chapter 9 (Air Quality), subsection 9.3.2 (Remediation and Construction Period Air Quality Impacts), of this EIR. This potentially significant impact would be reduced to a ***less-than-significant level*** with implementation of the measures described in subsection 9.3.2 under *Mitigation 9-1.*

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[1]San Francisco Fire Department; *Fire Facts;* www.sfgov.org/site/fire, accessed May 25, 2007.

11.4 REGULATORY AGENCY DATABASE

Subsection 11.1.3 (Hazards and Hazardous Materials Conditions Database for Project Area and Surrounding Vicinity) includes a summary listing of known recorded sites (i.e., listed in publicly available records) in the Project vicinity (i.e., the Project Area or within a 500-foot radius of the Project Area) that have been contaminated with and/or are generators of hazardous materials (Table 11.1). Each jurisdictional agency database summarized in Table 11.1 is described below.

(1) CHMIRS Data. The California Hazardous Material Incident Report System (CHMIRS) contains information on reported hazardous materials incidents (i.e., accidental releases or spills). The source of this information is the California Office of Emergency Services. There is one CHMIRS site in the Project vicinity, on Tunnel Avenue outside the Project Area.

(2) ERNS Sites. The Emergency Response Notification System (ERNS) records and stores information on reported releases of oil and hazardous substances. The source of this database is the U.S. EPA. One ERNS site is located in the Project vicinity, on the Ingersoll-Rand property (in Redevelopment Zone 1).

(3) Cortese Database. The Cortese database identifies hazardous substance sites selected for remedial action, sites with known toxic material identified through the abandoned site assessment program, sites with underground storage tanks (USTs) having a reportable release, all solid waste disposal facilities from which there is known hazardous substance migration, and public drinking water wells with detectable levels of contamination. The source of this database is the California Environmental Protection Agency (CAL-EPA). Ten sites in the Project vicinity, including six within the Project Area, are listed on the Cortese database.

(4) LUST Reports. The Leaking Underground Storage Tank (LUST) Incident Reports contain an inventory of reported leaking underground storage tank incidents. This information comes from the State Water Resources Control Board Leaking Underground Storage Tank Information System. There are 13 sites in the Project vicinity, including four within the Project Area, that are on the LUST list.

(5) UST Database. The Underground Storage Tank (UST) database lists registered USTs. USTs are regulated under Subtitle I of the Resource Conservation and Recovery Act (RCRA). The UST information comes from the State Water Resources Control Board's Hazardous Substance Storage Container Database. There are two UST sites listed in the Project vicinity, one of which is on the Ingersoll-Rand property (in Redevelopment Zone 1).

(6) HIST UST Sites. The Hazardous Substance Storage Container Database is a historical listing of UST sites. The data source is the State Water Resources Control Board. There are four HIST UST sites in the Project vicinity, two of which are within the Project Area.

(7) AST Database. The Aboveground Storage Tank (AST) database lists registered ASTs. The AST information comes from the State Water Resources Control Board's Hazardous Substance Storage Container Database. There is one AST site listed in the Project vicinity, outside the Project Area.

(8) CA FID Information. The Facility Inventory Database (CA FID) lists active and inactive underground storage tank locations. This database is maintained by the State Water

Resources Control Board. There are seven CA FID sites listed in the Project vicinity, five of which are within the Project Area.

(9) HAZNET Database. The Hazardous Waste Information System (HAZNET) includes data extracted from the copies of hazardous waste manifests each year by the State Department of Toxic Substances Control (DTSC). There are 19 HAZNET sites listed in the Project vicinity, 13 of which are within the Project Area.

(10) RCRA Info Database. The Resource Conservation and Recovery Act Information System (RCRA Info) database includes selected information regarding sites that generate, store, treat, or dispose of hazardous waste as defined by the RCRA. The source of this database is the U.S. Environmental Protection Agency (EPA). RCRA Info includes conditionally exempt small-, small-, and large-quantity generators (SQGs and LQGs). Conditionally exempt SQGs generate less than 100 kilograms of hazardous waste per month. SQGs generate 100 to 1,000 kilograms of hazardous waste per month, and LQGs generate more than 1,000 kilograms per month. Three RCRA Info LQG sites, all on the Ingersoll-Rand/UPC properties, and seven RCRA Info SQG sites, including three in the Project Area, are listed in the Project vicinity.

(11) FINDS Data. The Facility Index System (FINDS) contains both facility information and "pointers" to other sources of information that contain more detail (e.g., RCRA Info, Permit Compliance System [PCS], Aerometric Information Retrieval System [AIRS]). The source of this information is the U.S. EPA. There are 11 FINDS sites listed in the Project vicinity, seven of which are within the Project Area.

(12) FTTS Database. The Federal Toxics Tracking System (FTTS) tracks administrative cases and pesticide enforcement actions/compliance activities related to the Federal Insecticide, Fungicide, & Rodenticide Act (FIFRA), Toxic Substances Control Act (TSCA), and Emergency Planning and Community Right-to-Know Act (EPCRA). The source of this data is the Environmental Protection Agency (EPA) Office of Prevention, Pesticides, and Toxic Substances. There are two FTTS sites listed in the Project vicinity, both on the Ingersoll-Rand property (in Redevelopment Zone 1).

(13) DTSC AWP (currently known as State Response Site). The California Department of Toxic Substances Control (DTSC) Annual Workplan (AWP) identifies known hazardous substance sites targeted for clean-up. In the Project vicinity, the Ingersoll-Rand property (in Redevelopment Zone 1) is listed in the AWP.

(14) Cal-Sites Database (currently know as EnviroStore). This database, maintained by the Department of Toxic Substances Control (DTSC), contains both known and potential hazardous substance sites. In the Project vicinity, the Ingersoll-Rand property (in Redevelopment Zone 1) is listed as a Cal-Site.

(15) Dry Cleaners Information. This list, comprised of dry cleaner facilities that have EPA ID numbers, typically includes uses involving family and commercial power laundries, garment pressing and cleaner's agents, linen supply, coin-operated laundries, dry cleaning plants, carpet and upholstery cleaning, and industrial launderers. The list is maintained by the Department of Toxic Substances Control (DTSC). There are two dry cleaners listed in the Project vicinity, both within the Project Area.

(16) San Mateo County Hazardous Materials Business Plan Inventory. This inventory, maintained by the San Mateo County Environmental Health Services Division, includes

operations with Hazardous Materials Business Plans (as required by the County), hazardous waste generators, and underground storage tanks. There are seven such sites listed in the Project vicinity, one of which is partially within the Project Area.

(17) EMI Data. Emissions Inventory Data (EMI) is comprised of toxics and criteria pollutant emissions data collected by the state Air Resources Board and local pollution agencies. There are six EMI sites listed in the project vicinity, four of which are within the Project Area.

(18) SWEEPS Records. The Statewide Environmental Evaluation and Planning System (SWEEPS) UST list, which is no longer maintained or updated, was under the purview of the State Water Resources Control Board. Other agencies (e.g., as identified above) now maintain UST records. There are seven SWEEPS sites listed in the Project vicinity, including five within the Project Area, all of which are included in other databases identified above.

(19) SWF/LF Records. The Solid Waste Facilities/Landfill Sites (SWF/LS) records typically contain an inventory of active, closed, and inactive solid waste disposal facilities and landfills. The data source is the Integrated Waste Management Board's Solid Waste Information System (SWIS) database. There is one SWF/LF site in the Project vicinity, located on Tunnel Avenue outside the Project Area.

(20) WMUDS/SWAT Information. The Waste Management Unit Database System (WMUDS/SWAT) is used for program tracking and inventory of waste management units. The data source is the State Water Resources Control Board. There is one WMUDS/SWAT site in the Project vicinity, located on Tunnel Avenue outside the Project Area.

(21) SWRCY Database. The Recycler (SWRCY) database lists recycling facilities in California. The information source is the State Department of Conservation. There is one SWRCY site located in the Project vicinity, located on Tunnel Avenue outside the Project Area.

12. HYDROLOGY AND WATER QUALITY

This chapter describes (1) existing hydrology (i.e., storm drainage and flood control) and water quality characteristics in the Project Area, (2) the potential impacts of anticipated Project-facilitated development and improvement activities on these conditions, and (3) measures necessary to mitigate identified significant impacts. The chapter also describes current water quality regulations and how they would apply to the proposed Project. The technical analyses and research for this chapter were conducted by the EIR hydrology and utilities consultant, Andrew Leahy, P.E.

12.1 SETTING

12.1.1 Local Topography and Drainage

The approximately 46-acre Project Area consists of the approximately 20-acre Redevelopment Zone 1 lying east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the City/County line, and Redevelopment Zone 2, the approximately 26-acre subarea on the west side of Bayshore Boulevard. Zone 1 includes the former Schlage Lock property and other underutilized industrial lands (approximately 16.3 acres) and the Caltrain/Union Pacific Railroad (UPRR) system rights-of-way along the eastern edge (approximately 3.7 acres). Zone 2 is comprised primarily of general commercial, light industrial, residential, and mixed use (commercial-residential) properties fronting on the west side of Bayshore Avenue (approximately 2.8 acres); neighborhood commercial, residential, and mixed use properties fronting on to the sides of Leland Avenue (approximately 4.2 acres)[1]; and paved public street right-of-way (approximately 19 acres), including Bayshore Boulevard, Sunnydale Avenue, Visitacion Avenue, Desmond Street, Peabody Street, Rutland Street, Leland Avenue, Alpha Street, Raymond Avenue, and Arleta Avenue. Existing open space is found along a portion of the SPRR tracks adjacent to Tunnel Avenue, within small rear yards along Leland Avenue, in a pocket park (Hans Schiller Plaza) on Leland Avenue, and in a currently undeveloped lot on the south side of Sunnydale Avenue.

The Project Area is located near the east end of Visitacion Valley, a broad bowl that lies between the McLaren Park ridge on the north and San Bruno Mountain on the south, straddling the border between San Francisco and Brisbane. The valley historically ended at San Francisco Bay, in the vicinity of Bayshore Boulevard, but fill placement over the last 150 years has extended the edge of the Bay to the east side of U.S. 101. As a result, the topography of the Project Area is generally flat, with a gentle upward gradient towards the west. This natural upward gradient ranges between 4 and 5 percent in Zone 2, extends into the north end of Zone 1, and then gradually transitions into the nearly flat area toward the south end of Zone 1, encompassing the Caltrain/UPRR properties and the dead end portion of Sunnydale Avenue.

[1]Acreage estimates are based on measurements made on a San Francisco Redevelopment Agency map titled "Visitacion Valley Redevelopment Survey Area," dated July 10, 2006.

It is likely that one or more small stream channels historically flowed down from the McLaren Park ridge, probably emptying into the Bay in northern Brisbane, just south of the City/County boundary. All traces of these channels have since been erased by development. Within San Francisco, the channels have been replaced by the City's combined sewer/storm drain system, which collects both sanitary wastewater and stormwater runoff for conveyance to the Southeast Water Pollution Control Plant (SEWPCP).

The boundary of the local, topographically defined drainage basin begins in the residential areas located south of Geneva Avenue and east of South Hill Boulevard, extending north through McLaren Park and east along the south side of Mansell Street to U.S. 101. The freeway and Bayshore Boulevard form the drainage basin's easterly, downstream boundary, while the City/County line roughly defines the basin's southerly boundary. The City's Department of Public Works (SFDPW) refers to this approximately 717-acre local drainage area as the Sunnydale Basin.

Ground surface elevations in the Project Area range from a low of approximately 23 feet above mean sea level (23 feet MSL) at the south end of Zone 1, to 80 feet MSL at the westerly portion of Leland Avenue in Zone 2. Elevations within the boundaries of the Sunnydale Basin continue climbing north and west of the Project Area, topping out at approximately 360 feet MSL on Ankeny Street near Mansell Street, 525 feet MSL in McLaren Park, and 420 feet MSL on the south side of Geneva Avenue at the City limit line.

Wastewater and stormwater runoff generated within the Sunnydale Basin are funneled into a series of gradually larger pipes and box culverts that converge at the intersection of Bayshore Boulevard and Sunnydale Avenue. From this point, a single 78-inch diameter tunnel drains the entire upstream basin. This tunnel (the "Sunnydale sewer tunnel") runs east along the Sunnydale Avenue, crosses into Brisbane, passes under a corner of the Sunset Scavenger Transfer Station, and then under U.S. 101. East of the freeway, the tunnel discharges to the Harney Way storage culvert that runs north, back into San Francisco, along the shore of San Francisco Bay. (The downstream conveyance system that carries runoff from this culvert to the SEWPCP is described in section 15.2, Wastewater Service, of this EIR.)

Development patterns vary significantly within the Sunnydale Basin, including (from west to east) the open spaces of McLaren Park, hillside residential developments, the high-density residential development of Visitacion Valley, and the now vacant Schlage Lock and other industrial properties east of Bayshore Boulevard. East of the Caltrain/UPRR tracks and Tunnel Avenue (i.e., east of Zone 1), approximately five acres of the Sunset Scavenger Waste Transfer Facility are included in the Sunnydale Basin, while the remainder of the transfer facility, as well as the residential area to the north between Tunnel Avenue and the freeway, drains to the Harney Way storage culvert through a separate pipe that crosses U.S. 101 at Blanken Avenue.

12.1.2 Rainfall and Runoff

(a) Rainfall Data. Average annual rainfall in the Project Area vicinity is approximately 21 inches. Nearly 95 percent of this precipitation falls during the winter rainy season, October through April, with the heaviest rainfall typically occurring in December, January, and February. Total rainfall during a six-hour duration, 100-year-recurrence-interval storm (i.e., the most severe storm expected to occur in any 100-year period) is estimated at approximately 2.88

inches, while during the more frequent 5-year storm (i.e., the most severe storm expected to occur within any five-year period), total rainfall would equal about 1.78 inches.[1]

Stormwater runoff is that portion of rainfall that is not absorbed into the ground, taken up by plants, or lost through evaporation. Coarse-grained, permeable soils and heavy vegetative cover reduce runoff, while steep slopes, fine-grained soils, and impervious surfaces (buildings and pavement) increase runoff. The duration, frequency, and total amount of rainfall also affect the volume of runoff; frequent or heavy rains saturate the soil and reduce infiltration, so that the percentage of rain that runs off the land increases with the severity of a storm.

(b) Basin-Wide Drainage Conditions. A hydrology report prepared for the SFDPW divided the Sunnydale Basin into four subbasins, in which the amount of impervious surface generally increases from east to west.[2] At the east end, the 128-acre Old Basin subbasin, which includes the entire Project Area, was determined to be 67 percent impervious, while the 327-acre Right of Way subbasin, which extends west out Geneva Avenue and includes a large part of McLaren Park, is 39 percent impervious. Based on this information, approximately 50 percent of the overall Sunnydale Basin is covered by impervious surfaces, which typically have a runoff coefficient of 0.90 (indicating that approximately 90 percent of rainfall would be expected to run off into the local sewer system). By contrast, it is estimated the remaining open space or landscaped portions of the basin have a runoff coefficient of 0.50, resulting in an average runoff coefficient for the entire basin of 0.70.[3] This means, for example, that the 1.78 inches of rain expected to fall on the 717-acre Sunnydale Basin during a six-hour, 5-year storm would send approximately 74 acre-feet (24.2 million gallons) of runoff to local sewers for conveyance to the SEWPCP. Runoff from storms of this magnitude, when combined with daily wastewater flows, normally exceeds the capacity of the Harney Way storage culvert, which would fill as flows back up from the treatment plant, causing the direct discharges into San Francisco Bay described in section 15.2 (Wastewater Service) of this EIR.

According to the SFDPW, the Sunnydale Basin's existing combined sewer system has sufficient capacity to accommodate both wastewater and stormwater flows during the design, 5-year storm event, except in the southeast corner of the drainage basin (outside the Project Area). In this location, sewer overflows usually occur several times each year on a number of streets that run south from Sunnydale Avenue toward the City limits, when upstream flows exceed the capacity of the trunk line that runs through this area.[4]

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[1]City of San Francisco, Consolidated Annual Precipitation Records, revised July 30, 1990. The SFDPW uses a 5-year storm for hydraulic design of its combined sewer system.

[2]Hydroconsult Engineers, *Sunnydale Sewer Improvements--Phase I: Conceptual Hydraulic Designs,* August 18, 1997.

[3]Runoff coefficients are typically used in conjunction with the Rational Method, a widely used means of estimating maximum rates of stormwater runoff from both undeveloped and developed watersheds. For each subarea within a watershed, the runoff coefficient is multiplied by the number of acres within the contributing drainage area and by the expected peak rainfall intensity (expressed in inches per hour) to calculate the peak rate of stormwater runoff (expressed as cubic feet per second). A runoff coefficient of 0.50 for landscaped areas is typical, although it would have to be confirmed by on-site soils analyses.

[4]Beth Goldstein, Hydroconsult Engineers, hydrology consultants to the San Francisco Department of Public Works on the Sunnydale tunnel project; personal communication, November 30, 2007.

To address these existing sewer overflows, the SFDPW is currently designing a combined sewer system improvement project for the Sunnydale Basin. Phase I of this project entails construction of a second sewer tunnel to connect the basin to the Harney Way storage culvert, plus the construction of additional conveyance capacity along the lower Sunnydale Avenue corridor, up to either Tomaso Court or Melra Court.[1] As now proposed, the existing system will continue to carry all dry weather flows, but when water levels rise during rainstorms, excess runoff and wastewater will be diverted into the new facilities. This additional conveyance capacity is expected to prevent overflows under most rainfall conditions, while also significantly increasing the total storage capacity now provided for the drainage basin by the Harney Way culvert. The size and route of the new tunnel and the new trunk sewers have not been finalized, but the SFDPW expects that construction will be completed by late 2008 or early 2009.[2] Phase II of the project has not been designed, but it would address the need for additional capacity improvements upstream of Phase I.

No sources of flooding have been formally identified, and no flood boundaries have been established, for San Francisco by the Federal Emergency Management Agency (FEMA) because FEMA has not mapped San Francisco. Because all of Visitacion Valley's historic natural streams have been covered and enclosed in the combined sewer system, the only significant flooding source in the vicinity is San Francisco Bay. For comparison, the FEMA Flood Insurance Rate Map (FIRM) for the City of South San Francisco indicates the 100-year-flood San Francisco Bay water surface elevation in the Oyster Point vicinity would be 7.0 feet MSL.[3] Since ground elevations in the redevelopment Project Area are no lower than 20.0 MSL, it can be concluded there is no risk of catastrophic flooding in the Project Area.

(c) On-Site Drainage Conditions. For drainage purposes, the existing Project Area can be divided into Redevelopment Zone 1 east of Bayshore Boulevard and the remaining Redevelopment Zone 2, containing blocks of existing development proposed for moderate infill. The Zone 2 blocks have an estimated existing runoff coefficient of 0.65, slightly lower than the Sunnydale Basin average of 0.70, while Zone 1 has a coefficient of approximately 0.88,[4] significantly higher than average because it is covered almost entirely by pavement and large buildings. The City's sewer maps do not show any storm drain lines within the former Schlage Lock grounds, but it is assumed that virtually all surface runoff is collected into one or more on-site storm drains that discharge into a 2-foot by 3-foot box culvert on Bayshore Boulevard, upstream of the Sunnydale sewer tunnel, or directly to the tunnel where it passes by the south end of the property. Runoff from Zone 2 along Leland Avenue is picked up by in-street sewers that discharge to the Bayshore Boulevard box culvert or to a parallel trunk line on Rutland Avenue.

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[1]Hydroconsult Engineers, August 18, 1997.

[2]Beth Goldstein, personal communication, November 30, 2007; and Lewis Douglas, San Francisco Department of Public Works, personal communication, November 16, 2007.

[3]Federal Emergency Management Agency, Flood Insurance Map for City of South San Francisco, San Mateo County, California; Community Panel Number 065062 0002 B; Effective Date September 2, 1981.

[4]If it is assumed 95 percent of the site is covered by impervious surfaces with a runoff coefficient of 0.90, and the remaining 5 percent has a runoff coefficient of 0.50 (no information is available on the percolation rate of the area's native soils, but 0.50 is a typical, conservative value), then the composite runoff coefficient is: (95% x 0.90) + (5% x 0.50) = 0.88.

No reports of flooding or sewer overflows in the Project Area have been identified; therefore, it is assumed the Project Area's existing catch basins and sewer lines can accommodate the runoff from events more severe than the 5-year storm. There is no information concerning the extent or the adequacy of the former Schlage Lock property's existing storm drain facilities, but (1) the former factory operations here would have needed a functioning storm drain network, (2) there are no reports of flooding, and (3) the property is located immediately adjacent to the Sunnydale sewer tunnel. As a result, it can also be assumed that stormwater runoff from the former Schlage Lock property is routed directly into the City sewer system, although it appears that a very small portion of the site in the southeast corner may now drain overland to the vacant land located south of the Sunnydale Avenue right of way, outside the City limits.[1]

12.1.3 Water Quality

(a) Existing Water Quality Conditions. Redevelopment Zone 1 is almost completely covered by impervious surfaces, while the remainder of the Project Area (Redevelopment Zone 2) has a mix of residential and commercial land uses. When the Zone 1 factory operations were active, plant operations, truck traffic, and employee parking likely generated a typical range of urban pollutants, such as litter, packaging materials, heavy metals, oil and gas residues, tire fragments, and debris, in addition to metals and solvents used in the facility's plating and machining processes. Use of Zone 1 now appears to be limited to truck storage and material transfer operations in the southeast corner. This reduction in active use should have lowered the overall generation of pollutants, since there should be considerably less vehicular traffic than when factory operations were active, although it is possible the current ore limited operations generate substantial quantities of waste from earth and debris, as well as from large vehicle maintenance and storage. In addition, materials that accumulated on the site during its active factory years, which are now being remediated as described in chapter 13 (Hazards and Hazardous Materials) of this EIR, could still be mobilized by stormwater runoff whenever it rains.

Within Zone 2, it is expected that the range of pollutants is similar to those currently generated within Zone 1, although there may also be some fertilizer and pesticide runoff from the neighborhood's many small back yards. Also, there are probably more vehicle wastes (e.g., oil and gas residues, tire fragments), particularly on Bayshore Boulevard, since the deposition of these materials is directly related to the volume of traffic.

Pollutants generated in the Project Area are picked up by rainfall as it runs off impervious surfaces and into the combined sewer system. Upon reaching the SEWPCP, many of these pollutants are removed prior to final discharge into San Francisco Bay. San Francisco is unlike every other part of the Bay Area, where these "non-point source" pollutants are discharged directly into local streams or the Bay as a normal component of stormwater runoff. The harm caused by such pollutants to the Bay ecosystem is well-documented. The City's stormwater treatment therefore provides a very real, although unquantified, environmental benefit. The negative environmental aspect of the City's combined sewer systems is that larger storms can overwhelm both the treatment plant and the collection facilities, resulting in the direct discharge of a wastewater/stormwater combination that has received only primary treatment (as described in section 15.2, Wastewater Service, of this EIR). In the Project Area, such combined discharges occur when the Harney Way box culvert overflows into Candlestick Cove; however,

[1]Site inspection by Andrew Leahy, P.E., EIR hydrology and utilities consultant; November 30, 2007.

the Harney Way box culvert was designed with sufficient storage so that direct discharges are expected to occur, on average, no more than once per year.[1]

12.1.4 Groundwater

Groundwater resources are severely limited throughout the eastern half of San Francisco (including the Project Area) because the often thin water-bearing soil formations consist of low-permeability dune sand, Bay mud, and clay. In addition, groundwater has been contaminated by nitrates and other pollutants in many areas. The only known local uses of groundwater are through a few private wells for non-consumptive purposes such as commercial laundries. Groundwater is more plentiful in the western half of San Francisco--i.e., the "Westside aquifer," where the City has a long history of using it for park irrigation, although well levels have fallen in recent years due to overuse throughout the northern Peninsula. The Eastside aquifer that underlies the Project Area has no direct connection to the more productive Westside aquifer.[2]

12.2 REGULATORY FRAMEWORK

12.2.1 San Francisco General Plan

The adopted San Francisco General Plan *Environmental Protection Element* contains the following policy and objectives relevant to water quality in the Project Area:

- *Maintain and improve the quality of the bay, ocean, and shoreline areas.* (Objective 3)
- *Cooperate with and otherwise support regulatory programs of existing regional, state, and federal agencies dealing with the bay, ocean, and shorelines.* (Policy 3.1)
- *Implement plans to improve sewage treatment and halt pollution of the bay and ocean.* (Policy 3.3)

12.2.2 Federal and State Water Quality Regulations

In California, the discharge of pollutants to water bodies from point and non-point sources is regulated at the federal level by the U.S. Environmental Protection Agency's National Pollution Discharge Elimination System (NPDES), under the auspices of sections 401 and 402 of the Clean Water Act, and at the state level by the Porter-Cologne Water Quality Control Act, Water Code section 13260. In the Bay Area, the NPDES program and the Porter-Cologne Act are administered by the San Francisco Bay Regional Water Quality Control Board (RWQCB), a division of the State Water Resources Control Board (SWRCB).

(a) Combined Sewer Systems. For communities with combined sewer systems (like San Francisco), the EPA adopted a Combined Sewer Overflow (CSO) Control Policy in 1994, establishing a two-phase control program. Under this two-phase program, permitees are

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[1] Bayview Hunters Point Redevelopment Projects and Rezoning Draft EIR. San Francisco Redevelopment Agency and San Francisco Planning Department; October 19, 2004; p. III.M-6.

[2] San Francisco Public Utilities Commission. 2005 Urban Water Management Plan for the City and County of San Francisco. February 2001; p. 11. Also see section 15.1 (Water Service) of this EIR.

required to first implement a series of nine technology-based controls that have been designed to reduce the frequency of CSOs and limit their effects on receiving waters (San Francisco Bay). These controls focus on the pretreatment of both wastewater and stormwater runoff to remove pollutants before they reach the sewer, the elimination of CSOs during dry weather, the use of storage to minimize wet weather CSOs, the control of floatables and settleable solids within CSO discharges, and notification of the public when CSOs occur. In the second phase, permitees must also ensure there will be an average of no more than four CSO events per year; ***or*** provide primary treatment (the removal of floatables and settleable solids) for at least 85 percent of total discharges (including CSOs); ***or*** remove a sufficient quantity of pollutants before they enter the sewer system to prevent degradation of receiving waters.

Completion in 1997 of the improvements identified in the City's *Wastewater Master Plan* has brought San Francisco into compliance with the CSO Control Policy. These improvements mainly entailed construction of the previously described storage culverts and the installation of discharge weirs (e.g., screens) and skimmers at all CSO outlets. The storage reduces the frequency of CSOs, while the discharge facilities allow the City to provide a minimum of primary treatment for 100 percent of its storm and wastewater discharges (most flows are still routed through either the Southeast or the Westside Water Pollution Control Plants, where they receive a higher level of treatment). As a result, although the City averages more than four CSOs each year, it is currently in compliance with the federal CSO Control Policy due to the removal of solids and the primary treatment of CSOs.

The SFPUC anticipates that the EPA may gradually tighten the CSO requirements, mainly because it has been urging other CSO communities to completely separate their storm and wastewater collection systems in an effort to completely eliminate the discharge of untreated wastewater. In most of these communities, the combined sewers represent a relatively small portion of the entire system, so separation is often economically feasible. Because this is not the case in San Francisco, the SFPUC is considering the adoption of new regulations (as discussed in subsection 12.2.3, City of San Francisco Stormwater Quality Control Requirements, below) to further reduce the average number of CSOs and increase the removal of contaminants contained in surface runoff.

(b) Separate Stormwater Systems. Federal regulations issued in November 1990 and revised in 2003 expanded the original scope of the NPDES to include permitting of stormwater discharges from construction sites that disturb areas of one or more acres. In 1994, the RWQCB issued recommendations for *New and Redevelopment Controls for Stormwater Programs* to define the local regulatory framework and to provide guidelines designed to help construction permitees comply with the terms of the General Permit (as described below). These recommendations, which have been updated on several occasions and are scheduled to be revised again in mid-2008, include policies that establish watershed protection goals; define the minimum area of impervious surface subject to regulation; set forth minimum non-point source pollutant control requirements for site planning, construction, and post-construction activities; and establish criteria for ongoing reporting of water quality control activities. The RWQCB watershed protection goals are based on policies identified in the Board's San Francisco Bay Basin Water Quality Control Plan (Basin Plan),[1] and the entire program relies on the implementation of "best management practices" (BMPs) to limit pollutant contact with stormwater runoff at its source and to remove pollutants before they are discharged into

[1]California Regional Water Quality Control Board. San Francisco Bay Basin Water Quality Control Plan, 1995.

receiving waters. The California Stormwater Quality Task Force[1] has published a series of BMP handbooks that can be used to identify the most effective ways to achieve the water quality objectives identified by the Basin Plan for the beneficial uses of surface waters, groundwaters, wetlands, and marshes.

The Basin Plan's water quality objectives specify that the presence or concentration of listed, potentially deleterious constituents of surface water runoff shall not be permitted to cause a nuisance or adversely affect beneficial uses. A partial list of these constituents includes floating material, suspended material, settleable material, oil and grease, biostimulatory substances, sediment, pH, dissolved oxygen, bacteria, and toxic substances that are lethal to or that produce other detrimental responses in aquatic organisms. Many, if not all, of these constituents are found in stormwater runoff in urban and suburban areas.

For stormwater discharges associated with construction activities, federal regulations allow two permitting options, Individual Permits and General Permits. The SWRCB (who administers the NPDES program in California) utilizes a single statewide General Permit for construction-related stormwater discharges. This General Permit requires dischargers where construction activity disturbs one acre or more, or where a project will create a minimum of 10,000 square feet of new impervious surface,[2] to:

(1) Develop and implement a Stormwater Pollution Prevention Plan (SWPPP) that specifies BMPs to be employed (1) on the construction site to prevent all construction materials that may be sources of pollution from contacting stormwater and to prevent all products of erosion from moving off-site into receiving waters, and (2) on the developed site throughout the life of the project to minimize the discharge of urban pollutants into receiving waters;

(2) Incorporate *low-impact* development techniques into the design of new and redeveloped project sites to reduce the volume and rate of stormwater runoff and to minimize the discharge of pollutants from the site;

(3) Eliminate or reduce non-stormwater discharges to storm sewer systems and other waters of the nation, utilizing Source Control Measures approved by the City;

(4) Install permanent treatment control devices; and

(5) Enter into an agreement with the City to maintain and perform inspections of all permanent stormwater pollution prevention devices.

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[1]The State Stormwater Quality Task Force is a committee of the California Chapter of the American Public Works Association.

[2]According to a tentative order issued by the RWQCB, the 10,000 square foot minimum threshold is scheduled to drop to 5,000 square feet, with some exceptions, in July 2008. It is noted that San Francisco is not specifically listed as one of the communities regulated by this order because virtually all of its runoff is handled by a combined sewer system. However, it is expected that these provisions will eventually be applied to direct stormwater discharges from lands within both the City and the Port of San Francisco.

12.2.3 City of San Francisco Stormwater Quality Control Requirements

Section 4.1 (Industrial Waste) of the San Francisco Public Works Code regulates the discharge of pollutants to the City combined sewer system. In general, section 4.1 seeks to control the discharge of pollutants to the sewer system that could potentially obstruct sewer conveyance facilities, upset the treatment process, or contribute to a violation of the City's regulatory discharge requirements. To comply with the provisions of this section, industrial dischargers must pretreat their wastes to reduce the concentration of listed pollutants to acceptable levels. In addition, section 4.1 prohibits the discharge of anything but stormwater runoff to the sewer system except through approved sewer connections.

In accordance with NPDES requirements, the SFPUC has developed a *Stormwater Management Plan 2003-2004* to address the discharge of stormwater runoff within the few areas not served by the City's combined sewer system.[1] The plan focuses on (1) identification of pollutant sources, (2) control of pollutant discharges from new development and redevelopment sites during construction, (3) incorporation of BMPs into new development and significant redevelopment projects to provide long-term water quality protection and reduction of runoff volumes, (4) management of municipal operations to capture and remove pollutants from runoff, and (5) the education and involvement of the public. The areas covered by this plan are located within parks that drain to lakes in the western half of San Francisco, and so would not apply directly to the proposed Visitacion Valley redevelopment program. It is noted, though, that the *Stormwater Management Plan* recognized the importance of coordinating its programs for protecting water quality within both the combined and the separate storm drain systems. As a result, it is expected that many of the provisions included in the *Stormwater Management Plan*, in particular the construction period requirements and the long-term use of BMPs to protect water quality (which are largely based on SWRCB design criteria and Stormwater Task Force guidelines) will provide the basis for the SFPUC's current efforts to increase the capture and removal of pollutants from runoff before they enter the combined sewer system.

The SFPUC is also attempting to reduce the number and volume of City-generated direct discharges into the Bay by limiting the volume of stormwater runoff that reaches the combined sewer system. As of the writing of this EIR chapter, the SFPUC expects to put forward a new stormwater ordinance, whose performance measures would apply to all development projects of over 5,000 square feet in land area. Performance measures for developments served by separate sewer systems would require the capture and treatment of: (1) the flow of stormwater runoff resulting from a rain event equal to at least 0.2 inches per hour intensity, **or** (2) 80 percent or more of the volume of annual runoff, based on design rainfall capture curves for San Francisco. Performance measures for developments served by combined sewer systems would require: (1) the capture and detention of 80 percent or more of the volume of annual runoff, based on design rainfall capture curves for San Francisco; **and** (2) a minimum of 25 percent of the surface of setbacks to be pervious; **and** (3) stormwater to be used on-site to the extent feasible. Also, the SFPUC and the Port of San Francisco expects to publish the San Francisco Stormwater Design Guidelines to assist all development project applicants with project sites in either the combined or separate sewer systems (including the Project Area) to comply with the

[1] San Francisco Public Utilities Commission (SFPUC), *Stormwater Management Plan 2003-2004,* January 2004.

new stormwater performance measures. A draft version of the guidelines is expected by summer 2008.[1]

A significant portion of the 80 percent capture or detention requirement could be achieved through infiltration, but, since the SFPUC also hopes to increase stormwater harvesting and re-use, projects also would be encouraged to install on-site stormwater storage facilities. Runoff that is not held on-site and re-used would have to be treated to remove urban pollutants, in accordance with Regional Water Quality Control Board (RWQCB) guidelines, prior to discharge.[2]

12.3 IMPACTS AND MITIGATION MEASURES

12.3.1 Significance Criteria

Based on the current CEQA Guidelines,[3] the Project (redevelopment program) would create a significant hydrology or water quality impact if it would:

(1) Violate any water quality standards or waste discharge requirements;

(2) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted);

(3) Substantially alter the existing drainage pattern of the Project Area or vicinity, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site;

(4) Substantially alter the existing drainage pattern of the Project Area or vicinity, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff, in a manner which would result in flooding on- or off-site;

(5) Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff;

(6) Otherwise substantially degrade water quality;

(7) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map;

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[1]Sarah Minick, Stormwater Management and Planning, San Francisco Public Utilities Commission (SFPUC); written communication, March 5, 2008.

[2]Arleen Navarret, Manager, SFPUC Wastewater Planning and Regulatory Compliance Division, written communication, November 14, 2007; and email, November, 28, 2007.

[3]CEQA Guidelines, Appendix G, items VIII(a-j) and IX(b).

(8) Place within a 100-year flood hazard area structures which would impede or redirect flood flows;

(9) Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam;

(10) Inundation by seiche, tsunami, or mudflow; or

(11) Conflict with any applicable land use plan, policy, or regulation adopted by the City and County of San Francisco or the Regional Water Quality Control Board for the purpose of avoiding or mitigating an adverse effect on hydrology or water quality.

Regarding significance criteria 2, 3, 7, 8, 9, and 10 above, the Initial Study (appendix 20.1 of this EIR) determined that the proposed Project would have no impact or a less-than-significant impact. Regarding criterion 11, the proposed Visitacion Valley redevelopment program would be subject to the hydrology and water quality regulations and policies described in section 12.2 (Regulatory Framework) above and subsection 12.3.2 (Impacts and Mitigation Measures) below.

12.3.2 Impacts and Mitigation Measures

Potential Flooding Impact Due to Increased Stormwater Runoff. As noted in section 3.1 (Setting) above, minor street flooding now occurs on several streets south of Sunnydale Avenue (outside the Project Area). As a result, any Project-facilitated increase in runoff could incrementally increase either the extent or the duration of this existing flooding by utilizing additional conveyance and storage capacity in downstream sewer lines.

As now proposed, the approximately 16.3-acre former Schlage Lock property within Redevelopment Zone 1 would be cleared and completely rebuilt with a mix of residential, commercial, and cultural uses. Based on diagrams in the 2008 Design for Development, an estimated 3.0 acres would be landscaped open space, or 18.4 percent of Zone 1. This would represent a substantial increase in pervious surface over existing conditions, in which virtually the entire property is covered by impervious buildings and pavement. Based on the calculations presented in subsection 12.1.2 (Rainfall and Runoff) of this chapter, these changes would lower the site's existing runoff coefficient by approximately six percent, from 0.88 to 0.83, resulting in an equivalent reduction in both peak runoff rates and the total volume of runoff as compared with existing conditions. Because there would be less stormwater runoff from Zone 1 under Project conditions, the Project would be expected to result in an incremental improvement in existing neighborhood drainage and flooding conditions.

Within the remaining Project Area (i.e., Redevelopment Zone 2, primarily along the west side of Bayshore Boulevard and along Leland Avenue) there are few vacant lots, and it appears most developed properties are already built-out to the limit of their setbacks. As a result, anticipated moderate levels of infill development facilitated by the redevelopment program would not be expected to significantly change existing runoff conditions. Some *benefit* may be achieved through the proposed replacement of some existing pavement and concrete in public right of ways with landscaping (e.g., street landscaping and sidewalk improvements). Such "green street" improvement actions are a recognized mechanism for reducing runoff rates and capturing pollutants within urban areas, although the amount of benefit cannot be quantified until all of the anticipated improvements have been identified and designed. It is reasonable to

assume that enough reduction in areawide runoff rates would be achieved to offset the minor increases that might result from future infill development on specific properties.

Because the proposed redevelopment program would not be expected to increase, and may actually decrease, existing runoff rates, the impact of the redevelopment program on stormwater runoff and on associated drainage and flooding conditions would be ***less-than-significant*** (see criterion 4 in subsection 12.3.1, "Significance Criteria," above).

The above significance determination is based on some uncertainties, such as the amount of new impervious surface that would result from infill development, the amount of existing runoff from Zone 1 that currently enters the sewer system,[1] and the estimated infiltration rate of added landscaped areas in Zone 2. However, it is reasonable to assume that any additional sewer system capacity demand associated with these potential small increases in existing runoff rates would be more than met by the planned construction of the new Sunnydale sewer tunnel (see section 12.1, Setting, above).

Mitigation. No significant Project impact associated with flooding potential has been identified; no mitigation is required.

Impact 12-1: Potential Water Quality Impact Due to Increased Stormwater Runoff. Runoff resulting from redevelopment program-facilitated development would contribute to existing combined sewer overflows from the City's sewer system, particularly into Candlestick Cove from the Harney Way box culvert. Although the City is currently in compliance with the NPDES CSO Control Policy, these overflows have the potential to degrade water quality within San Francisco Bay. In addition, since the redevelopment program would result in more traffic in the Project Area and vicinity, the deposition of vehicle-generated urban pollutants that could be washed into storm drains and eventually the Bay would likely increase. These potential adverse water quality effects represent a ***potentially significant impact*** (see criteria 1, 5, 6, and 11 in subsection 12.3.1, "Significance Criteria," above).

As noted above, total runoff in the Project Area would not be expected to increase substantially, and additional conveyance and storage capacity should be available within the local sewer system prior to redevelopment program-facilitated construction. As a result, the Project would not be expected to increase the existing frequency or total volume of CSOs, either at the SEWPCP or at the Harney Way storage culvert discharge to Candlestick Cove. In addition, as part of its effort to further reduce the frequency of CSOs in anticipation of more restrictive federal requirements, the SFPUC plans to impose revised stormwater design requirements on all developments above a minimum size (see subsection 12.2.3 above).

Based on diagrams in the 2008 Design for Development, approximately 18.4 percent of Zone 1 would be reserved for landscaped open space. Calculations presented above (i.e., a reduction in runoff coefficient from 0.88 to 0.83) indicate that this would reduce the runoff coefficient by approximately 9 percent, plus it is recognized that landscape features, tree

[1]More of this runoff than assumed could now be lost as overland flow to the south of Sunnydale Avenue, so total post-redevelopment flow to the sewer could rise if this overland flow is all captured by new on-site storm drains.

wells, and rain gardens not shown in the Design for Development would lower the runoff coefficient (by increasing the amount of pervious surface) by an undetermined amount. In addition, further reductions could be achieved by using permeable pavers or similar materials that permit infiltration on interior roads, public plazas, and other normally "hardscaped" areas.[1] Sample calculations indicate that an increase of approximately 3.9 acres in the Zone 1 total pervious area would be needed to reach a hypothetical 25 percent reduction target.[2] If residual soil contamination or inadequate infiltration rates eliminate the feasibility of on-site infiltration, the SFPUC would work with the Zone 1 project applicant(s) to implement other BMPs to meet stormwater management goals.[3]

It has yet to be determined how the Zone 1 buildout characteristics would meet the proposed SFPUC requirement to retain on-site or temporarily detain at least 80 percent of total annual runoff. A retention-only system would require a large amount of storage capacity,[4] so most runoff from Zone 1 would probably have to be detained and routed through on-site treatment facilities, then discharged to the combined sewer system.

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[1]It is noted that the remediation plan described in chapter 11 (Hazards and Hazardous Materials) of this EIR would have to be completed before construction of any improvements designed to infiltrate rainfall into the ground because the additional water could spread the existing plume of contaminated groundwater.

[2]A hypothetical 25 percent reduction in the runoff coefficient was presented by SFPUC staff to the EIR hydrology consultant to demonstrate how stormwater management performance measures could be applied to Zone 1 development. It is emphasized here that the 25 percent reduction is not a currently mandated or proposed SFPUC performance measure, but an example used for illustrative purposes only. The SFPUC continues to review and refine its performance measures prior to finalizing its new stormwater ordinance (see subsection 12.2.3 of this EIR chapter).

The use of permeable pavers can be more effective than landscaping in lowering a site's runoff coefficient, since they can be expected to infiltrate as much as 90 percent of total rainfall except during very severe rainfall events (such as a 10-year storm). Using this assumption, the area of permeable pavers that might be needed in Zone 1 development to reduce the existing runoff coefficient of 0.88 by 25 percent can be estimated as follows:

{(3.0 ac. lndscp. X 0.5) + (Paver area x 0.2) + [(13.3 ac. impervious – Paver area) x 0.9]} ÷ 16.3 ac. site = (0.88 x 75%)

Req'd. permeable paver area = 3.9 acres.

[3]Minick.

[4]In order to achieve 80 percent capture and retention in Zone 1, storage areas would have to accommodate the runoff from all storms smaller than about 0.8 inches of total rain (from Landscape Architecture Technical Information Series and the *New and Redevelopment Handbook for Best Management Practices*, both by the California Stormwater Quality Association). If the site has a net runoff coefficient of 0.66, the minimum storage requirement during this design storm event would be approximately 265,000 gallons:

(16.3 acres x 0.66) x (0.8" rain) = 0.717 acre-feet = 31,240 cubic feet = 233,675 gallons.

This water would then have to either be used on-site or infiltrate into the ground to free up capacity for the next storm, since the 0.8-inch design storm represents only about four percent of total annual rainfall. Irrigation demands are normally very low during the rainy season, so extensive infiltration beds would probably be needed if the development is to meet more than a small percentage of the proposed 80 percent annual capture requirement through the use of retention facilities.

In Zone 2, it appears that only a limited number of parcels larger than 5,000 square feet are located along the west side of Bayshore Boulevard, and none along Leland Avenue, so application of proposed SFPUC requirements (see subsection 12.2.3 of this chapter) would be limited. Since there are no actual development proposals as yet for these infill properties, it is unknown how any required retention/detention facilities would be incorporated into future changes in use. The imposition of increased setbacks or installation of some type of permeable pavers, however, would be a straightforward means of reducing each site's runoff coefficient.

Mitigation 12-1A. To comply with anticipated SFPUC regulations regarding stormwater runoff from Redevelopment Zone 1, the developer(s) shall refine the individual development design(s) for Zone 1 as necessary to: (1) provide retention storage facilities and/or detention treatment facilities as needed to ensure that at least 80 percent of total annual runoff either remains on-site or receives an approved level of water quality treatment before discharge into the combined sewer system; and (2) provide a minimum of 25 percent of the surface of setbacks to be pervious. Implementation of these measures would reduce the water quality impact associated with future development of Zone 1 to a ***less-than-significant level.***

It is expected the SFPUC will require qualifying individual developments to utilize long-term source control and/or pre-discharge treatment measures for non-point source pollutants similar to those set forth in its 2003-2004 *Stormwater Management Plan*, which was developed for properties that do not drain to the combined sewer system (see section 12.2.3 herein). Source control measures typically include painting "Drains to the Bay" labels on storm drains, enforcing strict prohibitions on the use or disposal of contaminants, prohibiting the use of non-biodegradable fertilizers and pesticides, restricting vehicle maintenance and washing to areas not directly connected to the storm drain system, and regular cleaning and maintenance of all streets and parking areas, particularly at the onset of the rainy season, to reduce the build-up of the urban pollutants and debris that are normally washed into storm drains. Permeable pavement and infiltration basins also qualify as source controls, since they reduce the total amount of stormwater runoff.

For Redevelopment Zone 1, the SFPUC has noted that many creative options would exist for complying with stormwater performance standards, especially since the Zone 1 proposed development program has been accepted into the LEED-Neighborhood Developments Pilot Program for "green" projects (see EIR chapter 3, Project Description). Such options could include eco-roofs (e.g., roofs with grass), flow-through planters, rain screens (on exterior walls), and urban forestry,[1] all of which are consistent with guidelines in the *Visitacion Valley/Schlage Lock Design for Development.*

Pre-discharge treatment measures can also be put in place to remove stormwater pollutants that bypass source controls. Such measures are typically designed in accordance with best management practices (BMPs), and can be further categorized as either *active* or *passive.* The *active* category typically refers to either straight media filtration or to media filtration combined with hydrodynamic separators for removal of oil and grease, sediment, and debris. Simple filters can be installed in individual catch basins, while the much larger filter/separators are installed as "end of the line" structures that treat the runoff collected by

[1]Minick.

many catch basins before it is discharged off-site. Both types of treatment measures require regular inspection, cleaning, and disposal of trapped pollutants, which generally makes them more effective on commercial or high-density residential sites, where a single owner or a homeowners' association is responsible for areawide maintenance.

Passive pre-discharge treatment methods generally utilize either small ponds or gently sloping swales to achieve pollutant removal through sedimentation and/or filtration. Ponds (or, in some applications, subsurface infiltration galleries) provide an opportunity for sediments to settle out and for a significant proportion of the total runoff to seep into the soil before off-site discharge, while grass-lined swales (biofilters or, more commonly, bioswales) pick up pollutants as the water slowly filters through the surface vegetation. Pollutants trapped in the sediment or adhering to the grass in both ponds and bioswales are then removed by regular maintenance.

Approval Process. The design of all long-term water quality protection measures to be incorporated into individual developments within Zone 1 as retention storage and/or detention treatment would be the responsibility of the development sponsors, subject to approval by the SFPUC and the SFDPW. The specific design of stormwater treatment and storage measures would be key elements of future Infrastructure, Streetscape, and Open Space Plans to be developed collaboratively between the Redevelopment Agency, City departments, and developer(s). Selection of the appropriate source control and pre-discharge treatment measures, as well as establishment of a long-term maintenance and operation program through the life of the development, would need to be closely coordinated with both the SFPUC and the SFDPW to confirm that the program conforms with current state and federal clean water regulations and with local goals for protection of water quality in San Francisco Bay.

Because the design of these measures must also conform with SFPUC regulations that have not been finalized or adopted, it is unknown what form they might take or the degree to which they would alter existing runoff patterns. However, it is expected the increase in pervious cover would help reduce total sewer system flows to the Harney Way box culvert and the SEWPCP, thereby reducing the frequency of combined sewer overflows. In addition, to the extent the proposed 80 percent capture requirement is met through retention and/or detention storage that holds runoff on-site until capacity becomes available within downstream sewer facilities, the frequency of combined sewer overflows would be further reduced. Finally, the removal of pollutants from urban runoff before discharge to the combined sewer system would help the City remain in compliance with the EPA Combined Sewer Overflow (CSO) Control Policy by providing pre-treatment and contaminant reduction for urban runoff directed to the sewer system.

Sponsors of the proposed Zone 1 development program have had discussions with the City of Brisbane regarding the possibility of routing the property's stormwater runoff across the City/County line into a stream-creation project that is currently being considered on the adjoining Baylands Specific Plan properties to the south, between Bayshore Boulevard and the railroad.[1] If the stream project comes to fruition, it is assumed that runoff from Zone 1 would require treatment in accordance with standard NPDES requirements for discharges to separate storm drain systems before it is released to a new stream channel. Application of these requirements, which would most likely be imposed by the City of Brisbane in cooperation with the SFPUC and the SFDPW, would be expected to reduce the water quality

[1]John Swiecki, Principal Planner, City of Brisbane; personal communication, December 10, 2007.

impacts associated with the proposed Zone 1 development to a less-than-significant level. In addition, diverting this runoff away from the City's combined sewer system would substantially reduce wet weather flows generated by the Visitacion Valley redevelopment program, and so help the SFPUC achieve its goal of further reducing future combined sewer overflows.

Mitigation 12-1B. Stormwater design requirements similar to those described above for the Zone 1 development shall also be applied to individual infill developments in Zone 2 that meet the proposed SFPUC minimum size criteria. Implementation of these measures would reduce the water quality impact associated with future development of these parcels to a ***less-than-significant level.***

Implementation of runoff reduction, retention storage, and detention treatment measures may be difficult to achieve on parcels as small as 5,000 square feet. As a result, it is expected the SFPUC will provide extensive design guidance for on-site measures, as well as identify potential opportunities for off-site, compensatory stormwater mitigation to assist those property owners for whom on-site mitigation might be infeasible.

Impact 12-2: Increased Risk of Soil Erosion and Contaminant Spills During Project Remediation and Construction. Excavation required for remediation and construction in the Project Area would create a potential for individual on-site soil erosion, which could lead to increased sediment accumulation in downstream sewer lines and, in the event of a combined discharge (CSO), potentially higher turbidity levels in San Francisco Bay. In addition, remediation and construction activities would introduce the potential for fuel or hazardous material spills. If these materials are washed into the sewer system, they could upset the treatment process at the SEWPCP and, if they are part of a CSO, contribute to pollution in the Bay. This increased risk of soil erosion and contaminant spills represents a ***potentially significant impact*** (see criteria 1, 5, 6, and 11 in subsection 12.3.1, "Significance Criteria," above).

Following the completion of individual project construction and the establishment of new vegetation, the likelihood of continuing on-site erosion in the Project Area would be largely eliminated, because most disturbed ground would be stabilized underneath buildings, pavement, and landscaping. Although there are no estimates of either the total volume of excavation or the amount of offhaul and/or imported fill that may be needed to complete all Project-facilitated construction in the Project Area, it is estimated that approximately 46,000 cubic yards of soil will be excavated and handled on the Schlage Lock/Ingersoll-Rand property as part of the environmental clean-up (remediation) process (see EIR chapter 11--Hazards and Hazardous Materials, subsection 11.1.2--Historical Uses and Ongoing and Future Remediation Activities in Redevelopment Zone 1). Without proper controls, these activities would expose loose soils to both wind and water erosion. In addition, spilled or improperly used construction materials--such as fuel, paint, cement, or solvents--could seep into underlying groundwater or be washed into the sewer system through local catch basins.

As a condition of grading or building permit issuance, and in accordance with National Pollution Discharge Elimination System (NPDES) regulations (see previous section 12.2, Regulatory Framework), sponsors of development within Redevelopment Zone 1 would prepare a Storm Water Pollution Prevention Plan (SWPPP) for implementation throughout construction to control on-site erosion and to prevent the off-site discharge of stormwater pollutants, subject to approval by the SFPUC and the SFDPW. (Additional mandatory requirements for hazardous materials remediation are described in EIR chapter 11, Hazards and Hazardous Materials).

Because the Project Area does not drain to a municipal storm drain system that discharges directly to surface waters, individual proposed developments would not be required under federal law to obtain an NPDES General Construction Permit from the State Water Resources Control Board (SWRCB). However, sponsors of development within Zone 1 would be required to prepare a SWPPP as described in the SWRCB General Permit to ensure there would be no Project-generated increase in sedimentation, turbidity, or hazardous material concentrations in downstream receiving waters. It does not appear that any parcels in Zone 2 would meet the NPDES minimum disturbance limit of one acre, so it can be assumed their individual water quality impacts would be less-than-significant. It is recognized, though, that the SFPUC may also elect to extend construction-period pollution controls to individual developments as small as the 5,000-square-foot minimum now proposed by the SFPUC for runoff reduction and treatment controls.

Mitigation 12-2. For future development within Zone 1, design requirements and implementation measures for minimizing Project-generated erosion and for controlling fuel/hazardous material spills would be set forth in the Zone 1 SWPPP, in accordance with SWRCB and RWQCB design standards. During construction, the SFDPW would monitor implementation of the approved SWPPP. This plan shall include, at a minimum, the following or similar actions:

- Following demolition of existing improvements, stabilize areas not scheduled for immediate construction with planted vegetation or erosion control blankets;
- Collect stormwater runoff into stable drainage channels from small drainage basins, to prevent the buildup of large, potentially erosive stormwater flows;
- Direct runoff away from all areas disturbed by construction;
- Use sediment ponds or siltation basins to trap eroded soils before runoff is discharged into on-site channels or the combined sewer system;
- To the extent possible, schedule major site development work involving excavation and earthmoving activities during the dry season (May through September);

(continued)

Mitigation 12-2 (continued):

- Develop and implement a program for the handling, storage, use, and disposal of fuels and hazardous materials. The program should also include a contingency plan covering accidental hazardous material spills;
- Restrict vehicle cleaning, fueling, and maintenance to designated areas for containment and treatment of runoff; and
- After construction is completed, inspect all on-site drainage facilities for accumulated sediment, and clear these facilities of debris and sediment as necessary.

Implementation of these measures would reduce the risk of soil erosion and contaminant spills during Project remediation and construction to a ***less-than-significant level***.

It has been demonstrated that the measures in *Mitigation 12-2*, when properly designed and implemented, can reduce effects on the quality of stormwater runoff from construction sites to less-than-significant levels. However, it is further recommended that individual development sponsors consider the use of additional measures, as described in the *Construction Handbook of Best Management Practices*,[1] to address conditions specific to each development site.

[1]Camp Dresser & McKee, Larry Walker Associates, Uribe & Associates, and Resources Planning Associates, for the State Stormwater Quality Task Force (a municipal agency advisory body); *California Storm Water Best Management Practice Handbooks: Construction Activity,* March 1993.

13. NOISE

This EIR chapter describes the existing noise environment in the Project Area, anticipated changes in that noise environment as a result of Project-facilitated development, and related significant adverse noise impacts and mitigation needs. The technical analyses and research for this chapter were conducted by the EIR acoustical consultants, Illingworth & Rodkin, Inc.

13.1 SETTING

13.1.1 Fundamentals of Acoustics

(a) Definitions of Noise. Noise is defined as unwanted sound. The effects of noise can range from interference with sleep, concentration, and communication, to physiological stress, and at higher noise levels, hearing loss. Sound levels are usually measured and expressed in decibels (dB), with 0 dB corresponding roughly to the threshold of hearing. The term "decibels" and other related technical terms are defined in Table 13.1.

(b) Human Sensitivity to Noise. The method commonly used to quantify environmental noise involves measurement of all frequencies of sound, with an adjustment to reflect the fact that human hearing is less sensitive to low and high frequencies than to midrange frequencies. This measurement adjustment is called "A" weighting. A noise level so measured is called an A-weighted sound level (dBA).[1] Examples of typical A-weighted noise levels in the environment and industry are provided in Table 13.2.

Environmental noise fluctuates in intensity over time. Therefore, time-averaged noise level computations are typically used to quantify noise levels and determine impacts. The two average noise level descriptors most commonly used are L_{dn} and CNEL. L_{dn}, the day/night average noise level, is the 24-hour average, with a 10 dBA penalty added for nighttime noise (10:00 PM to 7:00 AM) to account for the greater human sensitivity to noise during this period. CNEL, the community equivalent noise level, is similar to L_{dn}, but adds a five-dBA penalty to evening noise (7:00 PM to 10:00 PM).

One way of anticipating a person's subjective reaction to a new noise is to compare the new noise with the existing noise environment to which the person has become adapted, i.e., the so-called "ambient" noise level. With regard to increases in A-weighted noise levels, knowledge of the following relationships will be helpful in understanding this EIR chapter:

[1] In practice, the level of a sound source is conveniently measured using a sound level meter that includes an electrical filter corresponding to the A-weighting curve.

Table 13.1
DEFINITIONS OF ACOUSTICAL TERMS

Term	Definitions
Decibel, dB	A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).
Frequency, Hz	The number of complete pressure fluctuations per second above and below atmospheric pressure.
A-Weighted Sound Level, dBA	The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels in this report are A-weighted.
L_{01}, L_{10}, L_{50}, L_{90}	The A-weighted noise levels that are exceeded 1%, 10%, 50%, and 90% of the time during the measurement period.
Equivalent Noise Level, L_{eq}	The average A-weighted noise level during the measurement period.
Community Noise Equivalent Level, CNEL	The average A-weighted noise level during a 24-hour day, obtained after addition of 5 decibels in the evening from 7:00 PM to 10:00 PM and after addition of 10 decibels to sound levels in the night between 10:00 PM and 7:00 AM.
Day/Night Noise Level, L_{dn}	The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels measured in the night between 10:00 PM and 7:00 AM.
L_{max}, L_{min}	The maximum and minimum A-weighted noise level during the measurement period.
Ambient Noise Level	The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.
Single-Event Noise Exposure Level (SEL)	The sound exposure level of a single noise event (such as an aircraft flyover or a train passby) measured over the time interval between the initial and final times for which the sound level of the single event exceeds the background noise level.

SOURCE: Illingworth & Rodkin, Inc.

Table 13.2
TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND INDUSTRY

At a Given Distance from Noise Source	A-Weighted Sound Level in Decibels	Noise Environments	Subjective Impression
	140		
Civil Defense Siren (100')	130		
Jet Takeoff (200')	120		Pain Threshold
	110	Rock Music Concert	
Pile Driver (50')	100		Very Loud
Ambulance Siren (100')			
	90	Boiler Room	
Freight Cars (50')		Printing Press Plant	
Pneumatic Drill (50')	80	In Kitchen With Garbage Disposal Running	
Freeway (100')			
	70		Moderately Loud
Vacuum Cleaner (10')	60	Data Processing Center	
		Department Store	
Light Traffic (100')	50	Private Business Office	
Large Transformer (200')			
	40		Quiet
Soft Whisper (5')	30	Quiet Bedroom	
	20	Recording Studio	
	10		Threshold of Hearing
	0		

SOURCE: Illingworth & Rodkin, Inc.

- Except in carefully controlled laboratory experiments, a change of one dBA cannot be perceived.
- Outside of the laboratory, a three-dBA change is considered a just-perceivable difference.
- A change in noise level of at least five dBA is required before any noticeable change in community response would be expected.
- A 10-dBA increase is subjectively heard as approximately a doubling in loudness, and would almost certainly cause an adverse change in community response.

(b) Structural Attenuation. Typical structural attenuation is 12-17 dBA with open windows. With closed windows in good condition, the noise attenuation factor is around 20 dBA for an older structure and 25 dBA for a newer dwelling. Sleep and speech interference is therefore possible when exterior noise levels are about 57-62 dBA L_{dn} with open windows and 65-70 dBA L_{dn} if the windows are closed.

(c) Typical Noise Levels. Levels of 55-60 dBA are common along collector streets and secondary arterials, while 65-70 dBA is a typical value for a primary/major arterial. Levels of 75-80 dBA are normal noise levels at the first row of development outside a freeway right-of-way. In order to achieve an acceptable interior noise environment, bedrooms facing secondary roadways need to be able to have their windows closed; those facing major roadways and freeways typically need special-glass windows.

13.1.2 Sleep and Speech Interference

The thresholds for speech interference indoors are about 45 dBA if the noise is steady and above 55 dBA if the noise is fluctuating. Outdoors the thresholds are about 15 dBA higher. Steady noise of sufficient intensity (above 35 dBA) and fluctuating noise levels above about 45 dBA have been shown to affect sleep. Interior residential standards for multi-family dwellings are set by the State of California at 45 dBA L_{dn}. Typically, the highest steady traffic noise level during the daytime is about equal to the L_{dn}, and nighttime levels are 10 dBA lower. The standard is designed for sleep and speech protection, and most jurisdictions apply the same criterion for all residential uses.

13.1.3 Existing Noise Environment

Redevelopment Zone 1 (i.e., generally east of Bayshore Boulevard) is largely vacant except for limited outdoor commercial/industrial activity. Residential and commercial uses are interspersed throughout Redevelopment Zone 2 (i.e., Bayshore Boulevard and Leland Avenue). The primary noise sources in the Project Area are vehicular traffic along Bayshore Boulevard, railroad operations along the Caltrain/UPRR lines, operations of the Muni light rail system along the centerline of Bayshore Boulevard, vehicular traffic along local arterial and collector roadways traversing the area, and adjacent industrial and commercial activities.

13.1.4 Noise Monitoring Survey Results

For this EIR, Illingworth & Rodkin conducted a noise monitoring survey in the Project Area from June 13 to 16, 2006. The survey included long-term (48-hour) noise measurements at three locations and short-term (10-minute) noise measurement at four locations. The noise survey measurement locations are mapped on Figure 13.1. The noise measurement results for each

location are summarized in Table 13.3. The recorded hourly trends in noise levels at locations LT-1, LT-2, and LT-3 are shown on Figures 13.2 through 13.4.

Long-term measurement LT-1 was located in the Caltrain parking lot, approximately 50 feet to the nearest Caltrain tracks. The primary source of noise at this location was Caltrain traffic and vehicular traffic on Tunnel Avenue. As the trains passed by, noise levels typically reached a maximum (L_{max}) of 90 to 95 dBA. Typical hourly Leq noise levels ($L_{eq(h)}$) ranged from 67 to 73 dBA during the day, and dropped to below 55 dBA at night when train passages did not occur. The calculated L_{dn} at LT-1 was 72 dBA.

Long-term measurement LT-2 was located along Bayshore Boulevard near Leland Avenue. The measurement position was about 55 feet from the centerline of Bayshore Boulevard. Existing land uses surrounding the measurement site are primarily commercial. The primary noise source at this location was vehicular traffic along Bayshore Boulevard. Hourly noise levels ranged from 73 to 76 dBA $L_{eq(h)}$ during the day and dropped to 65 dBA $L_{eq(h)}$ at night. The L_{dn} at this location ranged from 77 to 78 dBA.

Long-term measurement LT-3 was located on Leland Avenue near Peabody Street. The primary noise source at this location was vehicular traffic along Leland Avenue. Distant vehicular traffic noise from Bayshore Boulevard was audible in the absence of local traffic. Typical hourly noise levels ranged from 60 to 68 dBA $L_{eq(h)}$ during the day and dropped to lows of 48 to 50 dBA $L_{eq(h)}$ at night. The calculated L_{dn} at this location after removing data that was influenced by localized events was approximately 63 dBA.

Attended *short-term noise measurements* and corresponding vehicular traffic counts were conducted in 10-minute intervals along roadways throughout the Project Area on Thursday, June 13, 2006, between 12:20 PM and 1:20 PM. The short-term measurements are summarized in Table 13.3.

The recorded noise measurements in Table 13.3 indicate that existing noise levels in the Project Area range from approximately 62 to 63 dBA L_{dn} away from primary local noise sources to about 78 dBA L_{dn} adjacent to Bayshore Boulevard.

Local ambient noise levels may increase in the future along roadways that experience traffic increases. Future noise increases along the Caltrain/UPRR lines could occur also as a result of increased train traffic.

(b) Existing Caltrain Noise. Long-term noise measurement LT-1 was influenced primarily by Caltrain movements. The measured L_{dn} was 72 dBA at 50 feet from the train line. Based on the published Caltrain schedule, 96 Caltrain passenger trains pass through the Caltrain Bayshore station each weekday, with about 30 Caltrains on each Saturday/Sunday. The vast majority of the train passages are Caltrain passenger trains, which occur approximately four times per hour during weekdays (two northbound and two southbound), with additional train operations during commuting hours. Due to the location of the Caltrain station near the Project Area, passenger trains travel relatively slowly along this segment. Caltrain is not scheduled to operate between about 12:15 AM and 5:00 AM, although freight trains could operate during these times. From the measurement data, however, no train passages occurred during the late night period.

Railroad noise exposure in the Project Area vicinity is dependent on proximity to the train line and crossings where trains use warning bells and horns, as well as the existence of shielding

Legend

LT-0 = LONG-TERM MEASUREMENT LOCATION

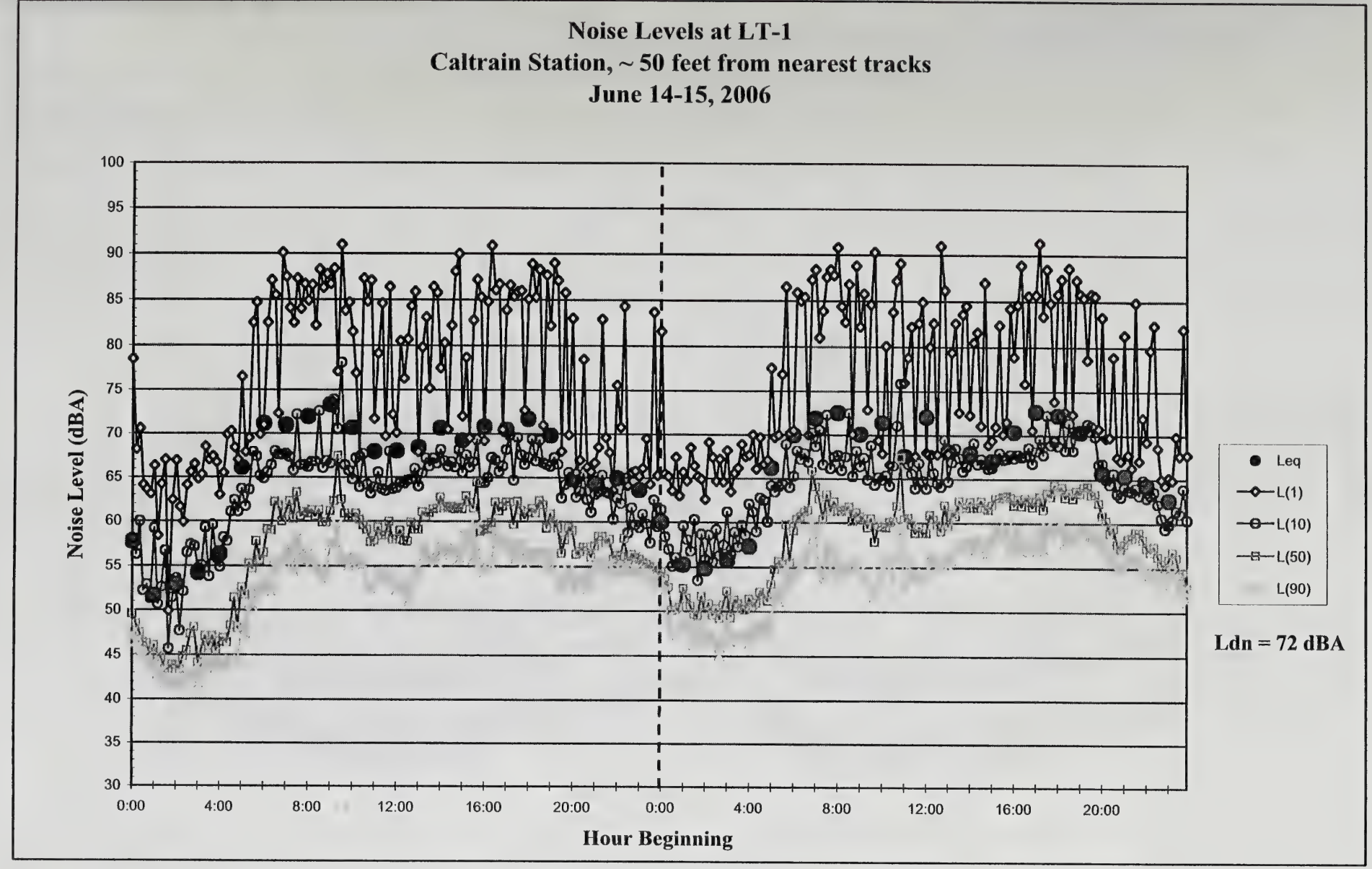
ST-0 = SHORT-TERM MEASUREMENT LOCATION

Locations correspond with those in Table 13.3.

SOURCE: Illingworth & Rodkin, Inc; TerraServer

Figure 13.1

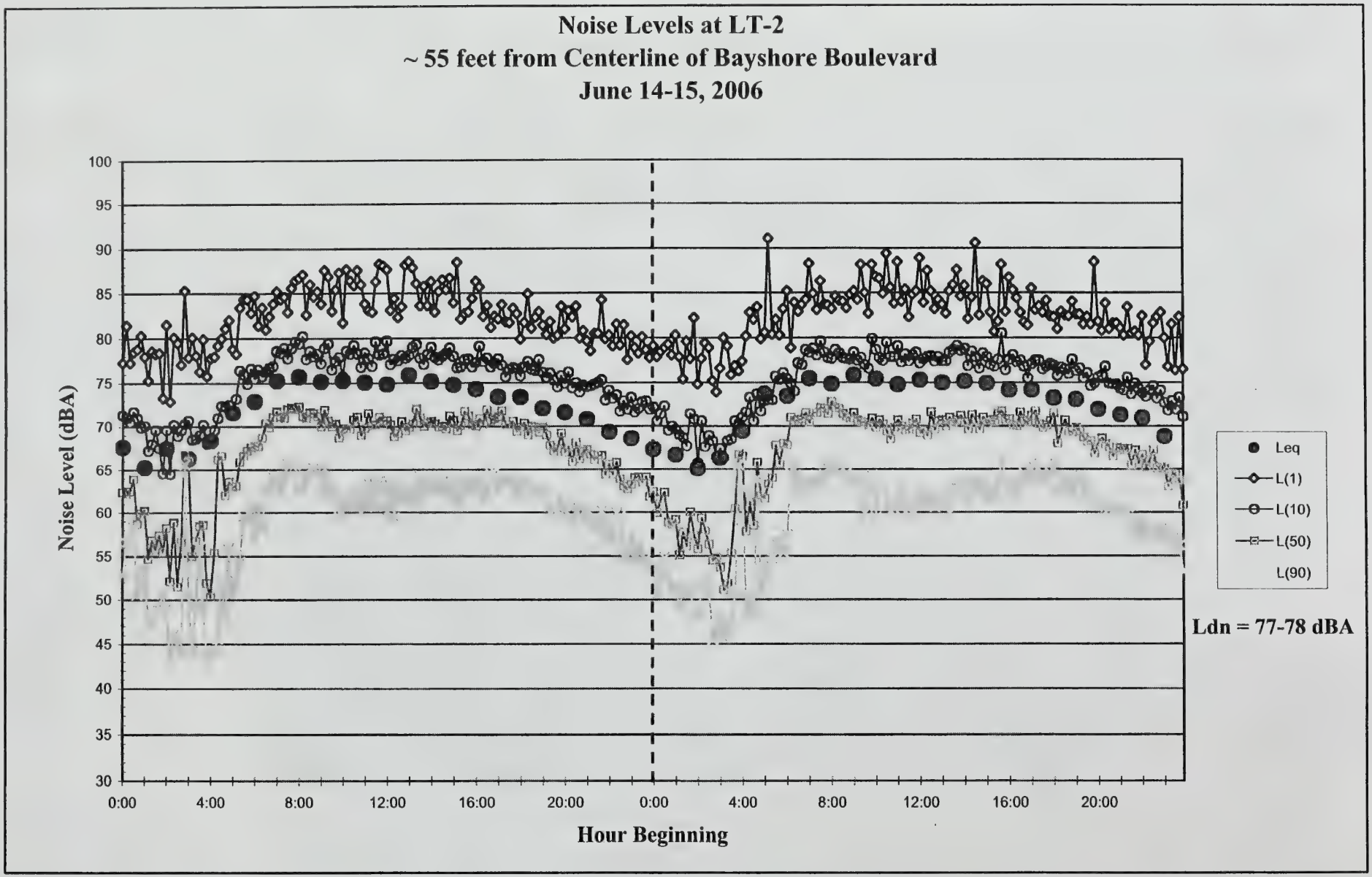
NOISE MEASUREMENT LOCATIONS



SOURCE: Illingworth & Rodkin, Inc.

Figure 13.2

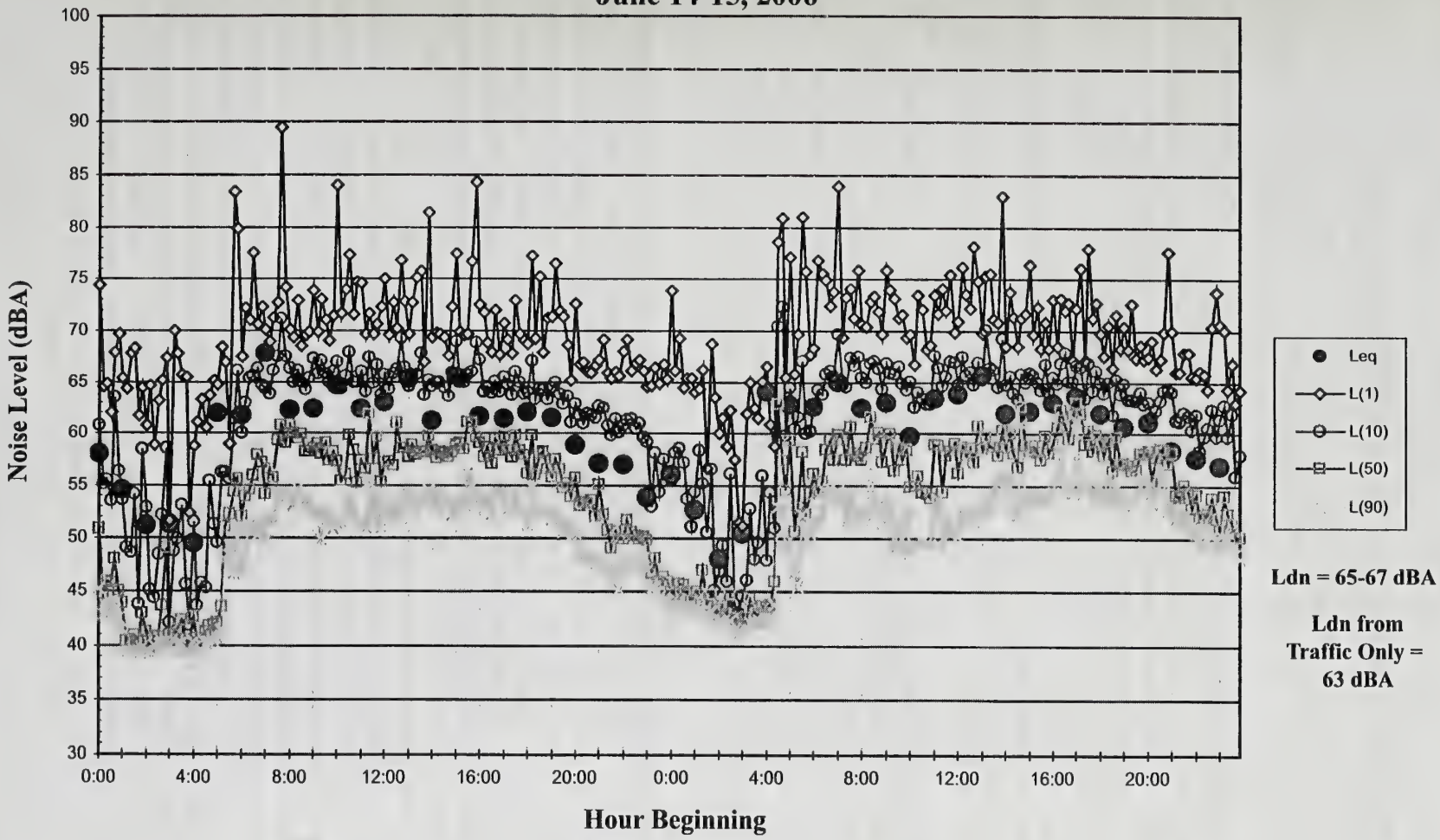
HOURLY TRENDS IN NOISE LEVELS AT LOCATION LT-1



SOURCE: Illingworth & Rodkin, Inc.

Figure 13.3

HOURLY TRENDS IN NOISE LEVELS AT LOCATION LT-2



SOURCE: Illingworth & Rodkin, Inc.

Figure 13.4

HOURLY TRENDS IN NOISE LEVELS AT LOCATION LT-3

Table 13.3
SUMMARY OF LONG-TERM AND SHORT-TERM NOISE MEASUREMENTS

Site	Location	Duration	L_{eq}	L_1	L_{10}	L_{50}	L_{90}	L_{dn}	Primary Noise Sources
LT-1	Caltrain near Tunnel Ave. ~50 feet to Caltrain tracks	48 hrs.	See Figure 13.2.					72	Caltrain operations
LT-2	Bayshore Blvd. near Leland Ave. ~55 feet to Bayshore Blvd. centerline	48 hrs.	See Figure 13.3.					78	Bayshore Blvd. traffic
LT-3	Leland Ave. near Desmond St. ~15 feet from centerline of Leland Ave.	48 hrs.	See Figure 13.4.					63	Leland Ave. traffic and local noise
ST-1	Raymond Ave. west of Alpha St. ~ 25 feet to Raymond Ave. centerline	10 min.	62	75	65	55	50		Raymond Ave. traffic and local noise
ST-2	Visitacion Ave. west of Talbert St. ~ 25 feet to Visitacion Ave. centerline	10 min.	66	78	67	56	48		Visitacion Ave. traffic and local noise
ST-3	Tunnel Ave. north of Visitacion Ave. ~ 25 feet to Tunnel Ave. centerline	10 min.	66	75	69	61	52		Tunnel Ave. traffic and local noise
ST-3	Blanken Ave. ~ 25 feet to Blanken Ave. centerline	10 min.	63	73	66	61	56		Blanken Ave. traffic and local noise

SOURCE: Illingworth & Rodkin, Inc.; June 13-16, 2006.

from intervening buildings. Day-night 24-hour average noise levels within about 75 feet of the Caltrain line can exceed 70 dBA L_{dn}. Caltrain/UPRR noise beyond 75 feet drops off at a rate of 5 dBA or more with each doubling of distance from the tracks due to increased distance and building shielding.

(c) Existing Traffic Noise. Traffic noise in the Project Area results from the combination of local and distant traffic. With the exception of Bayshore Boulevard, most roadways within the Project Area have relatively low traffic speeds and moderate-to-low traffic volumes. The combination of local and distant vehicular traffic and Caltrain/UPRR traffic creates a Project Area noise environment that generally exceeds 60 dBA L_{dn}. The primary source of traffic noise in the Project Area is Bayshore Boulevard. A typical sidewalk setback from Bayshore Boulevard (about 55 feet from the centerline) experiences a noise level of about 78 dBA L_{dn}. Noise levels at sidewalk setbacks along other roadways (e.g., Tunnel Avenue, Leland Avenue) are about 60 to 65 dBA L_{dn}.

(d) Miscellaneous Noise Sources. Noise in urban environments is typically characterized by a variety of noise sources, including persistent, transient noise events. Vehicular traffic tends to dominate urban noise environments over a 24-hour period. Typical examples of *transient* noise events include car horns, car alarms, loud vehicles or motorcycles, emergency sirens, loud music, mechanical equipment, trucks, and people talking or yelling. Many of these transient sources are common in the Project Area. Although some of these transient sources may be annoying, they are not persistent and do not contribute substantially to the overall ambient noise level in any particular portion of the Project Area.

As described in chapter 8 (Transportation and Circulation) of this EIR, the Muni T line runs approximately every 8 to 10 minutes from 7:00 AM to 7:00 PM along Bayshore Boulevard. Noise analyses completed for the Third Street Light Rail Project EIS/EIR indicate that light rail trains would produce noise levels ranging from 58 to 60 dBA L_{dn} for a receptor located approximately 10 to 15 feet from the tracks.[1] Consequently, compared to the existing noise environment along Bayshore Boulevard in the Project Area, noise from the Muni T line is not an appreciable factor in local ambient noise levels.

Parking lots adjacent to residential areas can be sources of transient noise from car starts and movements and from people talking. Typical instantaneous maximum noise levels associated with normal parking lot activities are about 60 to 65 dBA at 50 feet from the source. Car alarms, horns, or loud vehicles can produce noise levels of up to 90 dBA at 50 feet.

13.2 REGULATORY FRAMEWORK

13.2.1 San Francisco General Plan

The City of San Francisco addresses issues of land use compatibility, transportation noise, and community noise in the *Environmental Protection Element/Transportation Noise* section of the San Francisco General Plan. The goals and policies in the *Transportation Noise* section are intended to achieve an environment in which noise levels will not interfere with the health and welfare of people in their everyday activities. A Land Use Compatibility Chart for Community Noise is presented in the *Environmental Protection Element/Transportation Noise* section to identify acceptable and unacceptable noise level ranges for specific land use types; the chart is summarized as follows:

- *Residential land uses are considered satisfactory in noise environments of less than 60 dBA L_{dn}.*

- *Noise environments between 60 dBA and 70 dBA L_{dn} are considered conditionally acceptable for residential development. Under these conditions, new construction or development should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the project's design.*

- *Commercial land uses such as retail, movie theaters, and restaurants are considered satisfactory in noise environments of less than 70 dBA L_{dn}.*

- *Noise environments between 67 dBA and 80 dBA L_{dn} are considered conditionally acceptable for commercial development. Under these conditions, new construction or development should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the project's design.*

The *Environmental Protection Element/Transportation Noise* section also contains the following policies relevant to noise in the Project Area:

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[1]City and County of San Francisco, Planning Department. Third Street Light Rail Project Final EIS/EIR. Planning Department File No. 96.281E, State Clearinghouse No. 96102097, November 1998, Sections 5.13.1 and 5.13.3.

- *Promote site planning, building orientation and design, and interior layout that will lessen noise intrusion.* (Policy 10.1)
- *Promote the incorporation of noise insulation materials in new construction.* (Policy 10.2)
- *Construct physical barriers to reduce noise transmission from heavy traffic carriers.* (Policy 10.3)
- *Discourage new uses in areas in which the noise level exceeds the noise compatibility guidelines for that use.* (Policy 11.1)
- *Consider the relocation to more appropriate areas of those land uses which need more quiet and cannot be effectively insulated from noise in their present location, as well as those land uses which are noisy and are presently in noise-sensitive areas.* (Policy 11.2)
- *Locate new noise-generating development so that the noise impact is reduced.* (Policy 11.3)

13.2.2 San Francisco Municipal Code

Article 29 (Regulation of Noise) of the San Francisco Municipal Code sets allowable construction and fixed-source noise limits for different types of receiving land uses. The following noise limits would be applicable to development facilitated by the proposed redevelopment program:

- *It shall be unlawful for any person … to operate any powered construction equipment, regardless of age or date of acquisition, if the operation of such equipment emits noise at a level in excess of 80 dBA when measured at a distance of 100 feet from such equipment, or an equivalent sound level at some other convenient distance.* (Section 2907.b. This section would not be applicable to impact tools and equipment).
- *Impact tools and equipment shall have intake and exhaust mufflers recommended by the manufacturers thereof and approved by the Director of Public Works as best accomplishing maximum noise attenuation, and pavement breakers and jackhammers shall also be equipped with acoustically attenuating shields or shrouds recommended by the manufacturers thereof and approved by the Director of Public Works as best accomplishing maximum noise attenuation.* (Section 2907.c)
- *It shall be unlawful for any person, between the hours of 8:00 PM of any day and 7:00 AM of the following day, to erect, construct, demolish, excavate for, alter or repair any building or structure if the noise level created thereby is in excess of the ambient noise level by 5 dBA at the nearest property line, unless a special permit therefore has been applied for and granted by the Director of Public Works.* (Section 2908)
- *It shall be unlawful for any person to operate any fixed machinery or equipment, or similar mechanical device, in any manner so as to create any noise which would cause the noise level measured at the property line of the property affected by noise emission. Noise limits shall not exceed the following [see Table 13.4 below] unless said person has filed an Application for Variance in accordance with the provisions of this Article. If the measurement location is on a boundary between two Zoning Districts, the lower sound level shall apply.*

Table 13.4
FIXED-SOURCE NOISE LEVEL LIMITS--SAN FRANCISCO MUNICIPAL CODE

Zoning District	Time Period	Maximum Allowable Sound Level (dBA) at Property Line
R-1-D, R-1, R-2	10 PM-7 AM	50
	7 AM-10 PM	55
R-3, R-3.5, R-4, R-5, R-3-C, R-3.5-C, R-4-C, R-5-C	10 PM-7 AM	55
	7 AM-10 PM	60
C-1, C-2, C-3-O, C-3-R, C-3-G	10 PM-7 AM	60
	7 AM-10 PM	70
M-1	Anytime	70
M-2	Anytime	75

The following provision of Article 29 permits the City to regulate unnecessary, excessive, or offensive noise that would be annoying to most people:

- *A noise level which exceeds the ambient noise level by 5 dBA or more, when measured at the nearest property line...shall be deemed a prima facie violation of this Article.* (Section 2901.11)

13.2.3 State of California Building Code and Guidelines

Environmental noise intrusion into new multi-family housing is regulated by Chapter 12, Section 1208 (Sound Transmission Control) of the California Building Code. The Code stipulates that interior noise levels attributable to exterior sources shall not exceed 45 L_{dn} in any habitable room. The Code further stipulates that residential structures proposed where the outdoor noise level exceeds 60 L_{dn} shall require an acoustical analysis showing that the proposed design will limit the interior noise level to a maximum of 45 L_{dn}.

13.2.4 Federal Transit Administration Groundborne Vibration Impact Criteria

Groundborne vibration impacts are typically associated with fast-moving railroad operations and large industrial equipment. The Federal Transit Administration (FTA) of the U.S. Department of Transportation has developed impact assessment criteria for evaluating vibration impacts associated with rapid transit projects. These criteria for groundborne vibration impacts on occupants inside buildings are shown in Table 13.5, and are based on average vibration levels calculated over a one-second period to relate to average, maximum vibration levels experienced by humans. Note that there are criteria for frequent events (more than 70 events per day) and infrequent events (less than 70 events per day).

Table 13.5
GROUNDBORNE VIBRATION IMPACT ASSESSMENT CRITERIA

Land Use Category	(VdB re 1 μinch/sec, root mean square) Frequent Events[1]	Occasional Events[2]	Infrequent Events[3]
Category 1: Buildings where low ambient is essential for interior operations	65 VdB[4]	65 VdB[4]	65 VdB[4]
Category 2: Residences and buildings where people normally sleep	72 VdB	75 VdB	80 VdB
Category 3: Institutional land uses with primarily daytime use	75 VdB	78 VdB	83 VdB

Source: U.S. Department of Transportation, Federal Transit Administration, Transit Noise and Vibration Impact Assessment, May 2006, FTA-VA-90-1003-06.

Notes:
1. "Frequent Events" is defined as more than 70 vibration events of the same source per day. Most rapid transit projects fall into this category.
2. "Occasional Events" is defined as between 30 and 70 vibration events of the same source per day. Most commuter trunk lines have this many operations.
3. "Infrequent Events" is defined as fewer than 30 vibration events of the same source per day. This category includes most commuter rail branch lines.
4. This criterion limit is based on levels that are acceptable for most moderately sensitive equipment such as optical microscopes. Vibration-sensitive manufacturing or research should always require detailed evaluation to define the acceptable vibration limits. Ensuring low vibration levels in a building requires special design of HVAC systems and stiffened floors.

The FTA criteria are based primarily on experience with passenger train operations, such as rapid transit and commuter rail systems. It should also be noted that the FTA criteria limits contained in Table 13.5 are not appropriate for evaluating the potential for building structural or cosmetic damage due to train operations. It is extremely rare that train operations can cause any such damage except in the case of weakened structures or dilapidated buildings. Even in such cases, structural damage is unlikely unless the buildings are located extremely close to the tracks.

13.3 IMPACTS AND MITIGATION MEASURES

13.3.1 Significance Criteria

Based on the current CEQA Guidelines, the Project (redevelopment program) would create a significant impact on the noise environment if it would result in:[1]

(1) Exposure of persons to, or generation of, noise levels in excess of standards established in the San Francisco General Plan or Municipal Code, or applicable standards of other agencies;

[1]CEQA Guidelines, Appendix G, item XI(a - d).

(2) Exposure of persons to, or generation of, excessive groundborne vibration or groundborne noise levels;

(3) A substantial permanent increase in ambient noise levels in the Project vicinity above levels existing without the Project; or

(4) A substantial temporary or periodic increase in ambient noise levels in the Project vicinity above levels existing without the Project.

A significant impact would be identified if land uses facilitated by the Project would be exposed to ambient noise levels exceeding the City's established guidelines for noise and land use compatibility (see subsection 13.2.1 above). A significant noise impact would also result if ambient noise levels increase substantially at existing noise-sensitive land uses (e.g., residences) due to the Project-facilitated land use changes or associated traffic increases. As discussed above in subsection 13.2.2, Article 29 of the San Francisco Municipal Code sets a threshold of 5 dBA for a noise level increase to be considered a violation of the Code. This noise level increase criterion would be applicable to development facilitated by the proposed redevelopment program, and any exceedance would constitute a significant impact.

Noise levels from hazardous conditions remediation (see EIR chapter 11, Hazards and Hazardous Materials) and Project construction would be treated differently because they would be temporary and intermittent. Significant noise impacts would result from remediation and construction if related noise levels were sufficiently high to interfere with speech, sleep, or normal residential activities. Any exceedance of the construction and fixed-source noise limits identified in Article 29 of the San Francisco Municipal Code (see subsection 13.2.2 above) would be considered a significant impact.

13.3.2 Impacts and Mitigation Measures

Impact 13-1: Project-Facilitated Remediation-, Demolition-, and Construction-Period Noise. Remediation, demolition, and construction activities facilitated by the Project (redevelopment program) could temporarily elevate noise levels at nearby residential and commercial receptors during individual, site-specific project remediation and construction periods. Noise levels at 50 feet from the remediation, demolition, or construction equipment source could reach approximately 105 dBA, resulting in intermittent interference with typical existing residential and business activities, and exceeding the allowable construction and fixed-source noise limits established in the San Francisco Municipal Code (Article 29). This possibility represents a ***potentially significant intermittent and short-term noise impact*** (see criteria 1 and 4 and explanatory text in subsection 13.3.1, "Significance Criteria," above).

Hazardous conditions remediation and Project construction activities would generate considerable amounts of noise, especially during the building demolition, grading and scraping, and infrastructure construction phases when heavy equipment is used. The noise effects of these activities would depend on the noise characteristics of selected pieces of equipment, the timing and duration of these noise generating activities, and the distance between these noise sources and the nearest noise-sensitive receptors. Noise levels during

construction would occur in phases, including demolition of existing structures in the Project Area (e.g., Schlage Lock buildings), grading and excavation, construction of foundations, erection of the new structures, and finishing.

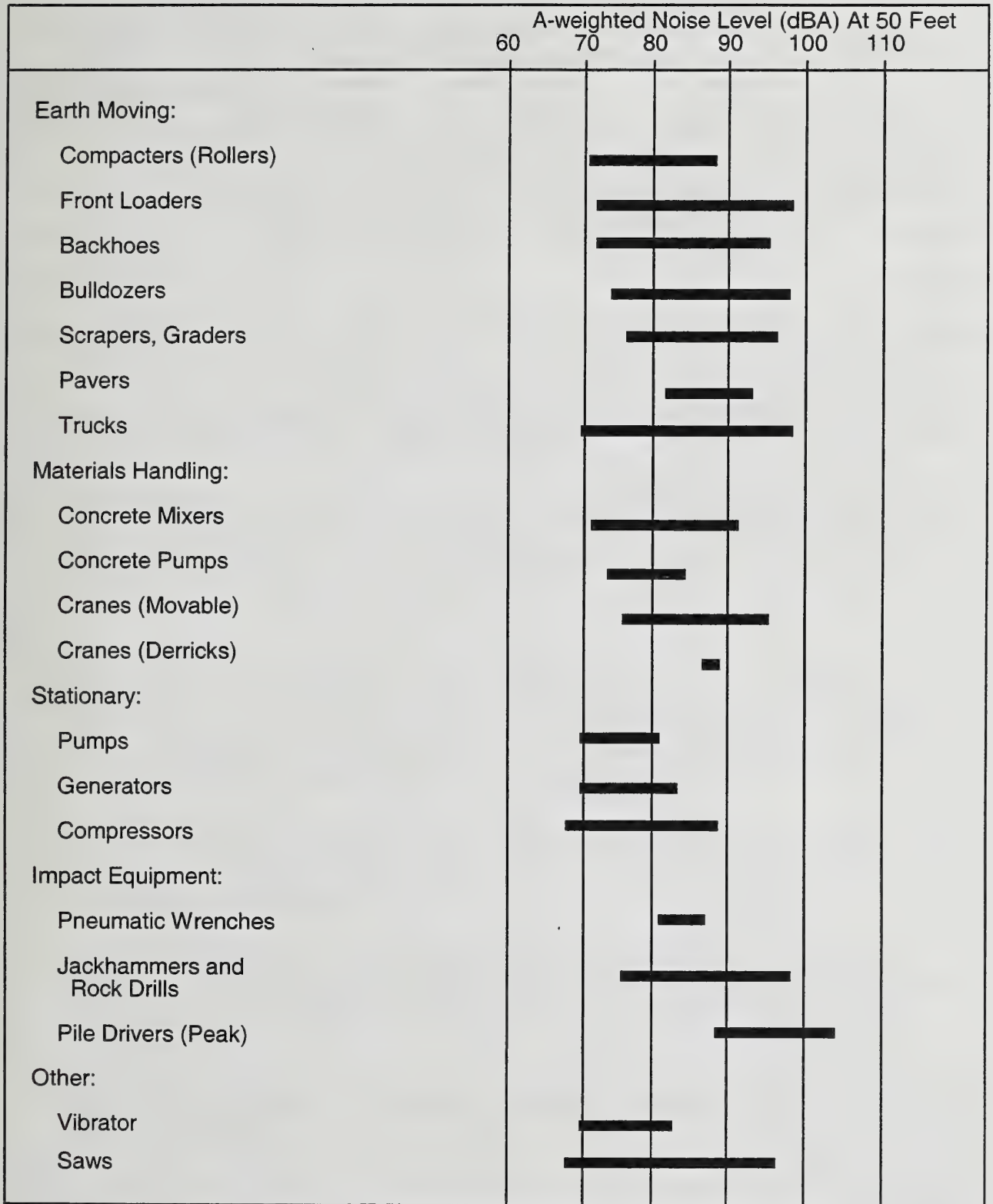
Tables 13.6 and 13.7 depict typical noise levels generated by construction equipment at a distance of 50 feet from the source and at a distance of 50 feet from the construction activity center, respectively. The highest maximum noise levels generated by project construction activities would typically range from approximately 90-to-105 dBA at a distance of 50 feet from the noise source. These noise levels would result primarily from pile drivers, jack hammers, and other percussive pieces of equipment. Remediation activities are not expected to generate noise levels higher than those generated by construction equipment.

Typical hourly average construction-generated noise levels would be approximately 81 dBA to 89 dBA measured at a distance of 50 feet from the center of the site during busy construction periods. Construction-generated noise levels drop off at a rate of about 6 dBA per doubling of distance between the source and receptor. Shielding by intervening buildings or terrain typically results in much lower construction noise levels at distant receptors.

Remediation and construction noise impacts result primarily when remediation and construction activities occur during the noise-sensitive times of the day (i.e., early morning, evening, or nighttime hours), the activities occur in areas immediately adjoining noise-sensitive land uses, or when remediation and construction durations last over extended periods of time. Limiting remediation and construction to daytime hours is often the most simple and effective method of reducing the potential for noise impacts. In areas immediately adjacent to remediation and construction, controls such as constructing temporary noise barriers and utilizing "quiet" equipment can also reduce the potential for noise impacts.

In Redevelopment Zone 1, hazardous conditions remediation would be completed before any building construction (see EIR chapter 11, Hazards and Hazardous Materials). Subsequent Project-facilitated construction would occur in phases over an approximately 15-to-20 year period. Remediation and construction activities during these periods could expose existing nearby noise-sensitive land uses, and future noise-sensitive land uses built during the earlier phases of Project-facilitated development, to noise levels substantially exceeding the ambient noise environment and the construction and fixed-source noise limits established by the San Francisco Municipal Code (Article 29) (see EIR subsection 13.2.2 above). This Project-related effect represents a *potentially significant noise impact.*

Table 13.6
CONSTRUCTION EQUIPMENT NOISE LEVEL RANGES



Source: Handbook of Noise Control, Cyril M. Harris, 1979.

Table 13.7
TYPICAL NOISE LEVEL RANGES AT 50 FEET, L_{eq} IN dBA, AT CONSTRUCTION SITES

	Domestic Housing		Office Building, Hotel, Hospital, School, Public Works		Industrial, Parking Garage, Religious, Amusement and Recreation, Store, Service Station		Public Works, Roads and Highways, Sewers and Trenches	
	I	II	I	II	I	II	I	II
Ground Clearing	83	83	84	84	84	83	84	84
Excavation	88	75	89	79	89	71	88	78
Foundations	81	81	78	78	77	77	88	88
Erection	81	65	87	75	84	72	79	78
Finishing	88	72	89	75	89	74	84	84

SOURCE: U.S. EPA, Legal Compilation on Noise, Vol. 1, p. 2-104, 1973.

I - All pertinent equipment present at site.
II - Minimum required equipment present at site.

Mitigation 13-1. Reduce redevelopment program-related individual project remediation-, demolition-, and construction-period noise impacts on nearby residences and businesses by incorporating conditions in project demolition and construction contract agreements that stipulate the following conventional noise abatement measures:

- *Remediation and Construction Plans.* For major noise-generating remediation and construction activities, prepare detailed remediation and construction plans identifying the schedules. The plans shall identify a procedure for coordination with nearby noise-sensitive facilities so that remediation and construction activities and the event schedule can be scheduled to minimize noise disturbance.
- *Remediation and Construction Scheduling.* Ensure that noise-generating remediation and construction activity is limited to between the hours of 7:00 AM to 8:00 PM, Monday through Friday, and noise levels generated by construction are prohibited on Saturdays, Sundays, and holidays. (San Francisco Municipal Code Section 2908)
- *Remediation and Construction Equipment Noise Limits.* Limit all powered remediation and construction equipment to a noise level of 80 dBA or less when measured at a distance of 100 feet or an equivalent sound level when measured at some other convenient distance. (San Francisco Municipal Code Section 2907)
- *Impact Tools and Equipment.* Equip all impact tools and equipment with intake and exhaust mufflers that are in good condition and appropriate for the equipment. Equip all pavement breakers and jackhammers with acoustically attenuating shields or shrouds that are in good condition and appropriate for the equipment. (San Francisco Municipal Code Section 2907)
- *Equipment Locations.* Locate stationary noise-generating equipment as far as possible from sensitive receptors when sensitive receptors adjoin or are near a remediation or construction site.
- *Remediation and Construction Traffic.* Route all remediation and construction traffic to and from the sites via designated truck routes where possible. Prohibit remediation- and construction-related heavy truck traffic in residential areas where feasible.
- *Quiet Equipment Selection.* Use quiet equipment, particularly air compressors, wherever possible.

(continued)

Mitigation 13-1 (continued):

- *Temporary Barriers.* Construct solid plywood fences around remediation and construction sites adjacent to residences, operational businesses, or noise-sensitive land uses.

- *Temporary Noise Blankets.* Temporary noise control blanket barriers should be erected, if necessary, along building facades of construction sites. This mitigation would only be necessary if conflicts occurred which were irresolvable by proper scheduling. (Noise control blanket barriers can be rented and quickly erected.)

  Noise Disturbance Coordinator. For Zone 1 remediation and larger individual construction projects, the City may choose to require project designation of a "Noise Disturbance Coordinator" who would be responsible for responding to any local complaints about remediation or construction noise. The Disturbance Coordinator would determine the cause of the noise complaint (e.g., starting too early, bad muffler, etc.) and institute reasonable measures to correct the problem. Conspicuously post a telephone number for the Disturbance Coordinator at the remediation/construction site and include it in the notice sent to neighbors regarding the remediation/construction schedule. (The project sponsor should be responsible for designating a Noise Disturbance Coordinator, posting the phone number, and providing schedule notices. The Noise Disturbance Coordinator would work directly with an assigned City staff member.)

Implementation of these measures would reduce this intermittent, short-term, Project remediation- and construction-period noise impact to a ***less-than-significant level.***

Impact 13-2: Project-Facilitated Groundborne Vibration Levels. The Project (redevelopment program) would not introduce any sources of groundborne vibration. However, the Project would introduce new development along the Caltrain rail line and along the Muni light rail line. Railroad operations would introduce potential groundborne vibration issues if vibration-sensitive development, such as residences, were proposed close to these operations. Both local and through trains were observed to travel relatively slowly along the segment of the Caltrain/UPRR tracks in the Project Area (through trains were estimated at less than 20 mph). Based on vibration levels measured as a part of the EIR noise analysis, groundborne vibration levels are typically less than the FTA criteria for frequent events (72 VdB) at a distance of approximately 110 feet from the centerline of the nearest railroad tracks. With respect to light rail operations of the Muni T line, which incorporates features such as modified suspensions on the trains and vibration-control track systems, the impact threshold distance for the FTA criteria for frequent events would be 55 feet from the light rail tracks.[1] Therefore, where residential buildings are proposed *within* 110 feet or less of the railroad tracks, or *within* 55 feet or less of the light rail tracks, a ***potentially significant intermittent vibration impact*** could occur (see criterion 2 in subsection 13.3.1, "Significance Criteria," above).

Mitigation 13-2. Prior to the development of habitable buildings within 110 feet of the centerline of the nearest railroad tracks, or within 55 feet of the light rail tracks, a site-specific vibration study shall be required demonstrating that groundborne vibrations associated with rail operations either (1) would not exceed the applicable FTA groundborne vibration impact assessment criteria (see Table 13.5 of this EIR), or (2) can be reduced to below the applicable FTA criteria thresholds through building design and construction measures (e.g., stiffened floors). Implementation of this measure would reduce this potential intermittent vibration impact to a ***less-than-significant level.***

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[1] Third Street Light Rail Project Final EIS/EIR, Section 5.13.3.

Impact 13-3: Potential Exposure of New, Project-Facilitated Noise-Sensitive Development to Ambient Noise Levels Exceeding Standards. The proposed Project (redevelopment program) would facilitate new residential, retail, open space, and cultural development in the Project Area. Associated new residents, employees, and visitors could be exposed to various existing and projected noise sources, including noise from vehicular traffic and Caltrain railroad operations. The compatibility of proposed Project-facilitated land uses with the existing and projected noise environment has been evaluated based on the San Francisco General Plan *Environmental Protection Element/Transportation Noise* section Land Use Compatibility Chart for Community Noise (see EIR subsection 13.2.1). New residential development is considered normally acceptable in noise environments of less than 60 dBA L_{dn}, and new retail, open space, and cultural development is considered normally acceptable in noise environments of less than 70 dBA L_{dn}.

Future noise levels throughout much of the Project Area, especially in the vicinity of the Caltrain line and Bayshore Boulevard, would exceed 60 dBA L_{dn}. Land uses proposed within 75 feet of the Caltrain line and along Bayshore Boulevard would be exposed to noise levels of 70 dBA L_{dn} or higher, thereby exposing new Project-facilitated noise-sensitive residential, retail, open space, and cultural land use development to noise levels exceeding the "normally acceptable" threshold. These possible long-term adverse noise effects would represent a ***potentially significant impact*** (see criterion 1 in subsection 13.3.1, "Significance Criteria," above).

Mitigation 13-3. Site-specific noise studies consistent with the requirements of the State Building Code (SBC) shall be conducted for all new Project-facilitated residential uses within 75 feet of the Caltrain line and along the Bayshore Boulevard frontage to identify appropriate noise reduction measures to be included in project final design. Each noise study must be submitted to and approved by the San Francisco Planning Department and/or the San Francisco Redevelopment Agency prior to City issuance of a residential building permit. Identified noise reduction measures may include:

- Site planning techniques to minimize noise in shared residential outdoor activity areas by locating such noise-sensitive areas behind buildings or in courtyards, or by orienting residential terraces to alleyways rather than streets, whenever possible;

- Incorporation of an air circulation system in all affected units so that windows can remain closed to maintain interior noise levels below 45 dBA L_{dn}; and

- Incorporation of sound-rated windows and construction methods in residential units proposed along streets or the Caltrain line where noise levels would exceed 70 dB L_{dn}.

Noise levels at multi-family residential property lines around Project-facilitated development should be maintained at an L_{eq} not in excess of 60 dBA during the daytime hours and 50 dBA during nighttime hours (10:00 PM to 7:00 AM), unless ambient noise levels are higher. In those cases, the existing ambient noise level would be the noise level standard.

Implementation of these measures to the satisfaction of the San Francisco Planning Department and/or the San Francisco Redevelopment Agency would reduce potential Project-related noise impacts on new residential uses to a ***less-than-significant level***.

Project-Facilitated Noise Level Increases. The proposed Visitacion Valley redevelopment program would change noise levels by facilitating new development in the Project Area and changing traffic patterns. The proposed Project is expected to introduce commercial uses adjacent to existing or proposed residential land uses. Redevelopment Zone 1 would be developed with retail, restaurant, and grocery uses in close proximity to residences, sometimes in the same building. Existing vacant lots and underutilized properties in Redevelopment Zone 2 along Bayshore Boulevard and Leland Avenue could be developed with new mixed uses, including residential, retail, and restaurants. New commercial development proposed along with, or next to, new residential development could generate noise from mechanical equipment, truck deliveries, outdoor conversations from restaurant customers, and other potential activities that could result in adverse changes to the noise environment. In addition, Project-facilitated new residential and mixed use development could generate noise that may adversely affect existing or proposed noise-sensitive (e.g., residential) uses; an example of related noise sources would be mechanical equipment associated with new multi-family residential structures.

Such fixed-source noise generators would be subject to Article 29 of the San Francisco Municipal Code, as described in EIR subsection 13.2.2 above; also, the City can require a site-specific noise study demonstrating how an individual commercial project would meet the Article 29 standards. Therefore, this impact is considered ***less-than-significant*** (see criteria 1 and 3 in subsection 13.3.1, "Significance Criteria," above).

The significance of vehicular traffic noise increases in the Project Area was evaluated by comparing noise levels from increased traffic levels as a result of implementing the Project to noise levels in the future under the No Project (no redevelopment program) alternative (see EIR chapter 17). Such traffic noise increments would be of particular concern at "sensitive receptor locations"--e.g., where significantly affected roadways are adjacent to residential, school, hospital, or other noise-sensitive uses. In areas where ambient noise levels are generated primarily by vehicular traffic, traffic volumes would have to double for noise levels to increase by 3 dB. The existing ambient (background) noise level in the Project Area, away from roadways and Caltrain, is estimated at about 62 dBA L_{dn} or higher. An ambient noise level increase of 5 dB or greater would be considered significant in this environment (see explanatory text in subsection 13.3.1, "Significance Criteria," above).

Estimated Project-related traffic noise level increases have been calculated by Illingworth & Rodkin, the EIR noise consultant, based on the estimated changes between existing traffic volumes and the future condition traffic volumes on local roadways as determined for this EIR by DMJM Harris (see EIR chapter 8, Transportation and Circulation). In addition to local traffic noise, distant traffic noise, localized transit, Caltrain/UPRR, and other non-transportation related noise sources dominate existing noise levels in the Project Area; these background noise levels were taken into account by Illingworth & Rodkin when calculating Project-related traffic noise level increases. Along roadways with low existing traffic volumes, ambient background noise levels (such as distant traffic) can substantially contribute to overall noise levels. To provide a conservative analysis, calculated traffic noise levels do not take into account shielding by terrain or structures.

Illingworth & Rodkin has determined that the greatest Project-generated noise increases would occur along Bayshore Boulevard, where traffic noise level increases of 1 to 2 dB above existing levels are predicted as a result of Project-generated traffic increases. Traffic noise increases of 0 to 1 dB are predicted along existing segments of Arleta Avenue, Leland Avenue, Visitacion Avenue, and Sunnydale Avenue. In summary, traffic noise impacts resulting from the addition of Project-related traffic increases to the existing ambient noise environment would be ***less-than-significant*** (see criterion 3 in subsection 13.3.1, "Significance Criteria," above).

Based on projected cumulative (year 2025) traffic volume increases (see EIR chapter 8, Transportation and Circulation):

- cumulative traffic noise level increases of 3 to 5 dB could occur along Bayshore Boulevard (where residences exist and are proposed) *if planned year 2025 roadway improvements identified in the EIR traffic analysis (chapter 8) are not implemented*;

- cumulative traffic noise increases of approximately 3 dB could occur at existing residential frontages along Leland Avenue if *planned 2025 roadway improvements are not implemented*; and

- cumulative traffic noise level increases of up to 2 dB are predicted at existing residential frontages along Arleta Avenue, Visitacion Avenue, and Sunnydale Avenue *if the planned 2025 roadway improvements are not implemented.*

The Project contribution to cumulative noise increases (0 to 2 dB) would not exceed the 5 dB significance threshold, and therefore, the Project contribution to cumulative noise level increases in the existing ambient noise environment would be ***less-than-significant*** (see criterion 3 in subsection 13.3.1, "Significance Criteria," above).

With implementation of the planned year 2025 roadway improvements identified in the EIR traffic analysis (chapter 8), a traffic noise increase of about 2 dB is predicted along Bayshore Boulevard, Arleta Avenue, Visitacion Avenue, Sunnydale Avenue, and Leland Avenue, with a Project contribution of 0 to 1 dB, representing a ***less-than-significant impact***.

14. PUBLIC SERVICES

This EIR chapter describes existing police protection, fire protection/emergency medical, school, parks/recreation, and library services in the Project Area; identifies any Project-related environmental impacts associated with these services; and recommends mitigation measures for identified potentially significant impacts.

14.1 POLICE PROTECTION

14.1.1 Setting

(a) Existing Police Service in the Project Area. The San Francisco Police Department (SFPD) serves the approximately 795,800 residents of San Francisco[1] and approximately 1.5 million people during the business day.[2] The SFPD is divided into four separate bureaus: Administration, Airport, Field Operations, and Investigations. The Field Operations Bureau manages the Patrol Division. The Patrol Division is divided into two groups: the Metro Division and the Golden Gate Division, both supported by Field Operations Branch headquarters staff. Between the two, the Metro and Golden Gate Divisions oversee the ten district stations and the Traffic Company. The Metro Division encompasses downtown, while the Golden Gate Division is comprised of district stations encompassing the outer areas and neighborhoods of San Francisco, including, among others, Richmond, Sunset, Outer Mission, Ingleside, Bayview, Hunters Point, and Visitacion Valley.

The Project Area is served by the Ingleside Six Car patrol sector of the Ingleside Police District, whose station is located at 1 John V. Young Lane.[3] The Ingleside Police District generally encompasses the area south of Cesar Chavez Street to the county line, plus the area from U.S. 101 west to Faxon Avenue.[4]

(b) Existing Police Response Times in Project Area. SFPD response times vary according to the priority of the call and officer availability. The SFPD's overall average response time to top-priority calls in the Ingleside District is between 6 minutes 28 seconds and 9 minutes 18 seconds. The adjacent Bayview Police District is also available to respond to calls.[5]

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[1]Association of Bay Area Governments (ABAG), Projections 2007: Forecasts for the San Francisco Bay Area to the Year 2035, December 2006; also see Table 6.1 in chapter 6 (Population and Housing) of this EIR.

[2]San Francisco Fire Department website, www.sfgov.org/site/sffd; accessed November 1, 2007.

[3]Denis F. O'Leary, Captain, Ingleside Station, San Francisco Police Department; written communication, February 29, 2008.

[4]San Francisco Police Department website, www.sfgov.org/site/police; accessed November 1, 2007.

[5]O'Leary.

(c) Existing Police Department Staffing. The Ingleside Police District is comprised of approximately 132,000 residents and is served by 108 officers and a fleet of 32 vehicles,[1] for a ratio of about 0.8 officers per 1,000 residents. The Sector is staffed 24 hours a day, 7 days a week. The Project Area is patrolled at least hourly.[2]

14.1.2 Regulatory Framework

The adopted San Francisco General Plan *Community Facilities Element* (Police Facilities Section) contains the following objectives and policies relevant to police protection in the Project Area:

- *Distribute, locate, and design police facilities in a manner that will enhance the effective, efficient, and responsive performance of police functions.* (Objective 1)
- *Locate police functions that are best conducted on a centralized basis in a police headquarters building.* (Policy 1.1)
- *Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.* (Policy 1.2)
- *Enhance closer police/community interaction through the decentralization of police services that need not be centralized.* (Policy 1.3)
- *Distribute, locate, and design police support facilities so as to maximize their effectiveness, use, and accessibility for police personnel.* (Policy 1.4)
- *As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.* (Policy 1.5)
- *Design facilities to allow for flexibility, future expansion, full operation in the event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.* (Policy 1.6)
- *Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.* (Policy 1.7)
- *Locate and design facilities in a manner that encourages constructive police/neighborhood interaction.* (Objective 2)
- *Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.* (Policy 2.1)
- *Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.* (Policy 2.2)

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[1] O'Leary.

[2] O'Leary.

- *Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.* (Policy 2.3)

14.1.3 Significance Criteria

Based on the CEQA Guidelines, the proposed redevelopment program would create a significant impact related to police protection if its implementation would:[1]

(1) Result in a need for new or physically altered facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for police protection services.

14.1.4 Impacts and Mitigation Measures

Increased Demand for Police Protection. Implementation of the Project (the proposed redevelopment program) would increase demand for SFPD services. The estimated with-Project population growth increment of up to 5,896 new residents in the Project Area would generate additional calls for police assistance and the need for additional police patrols and fleet vehicles, in order to maintain acceptable service ratios or response times; the SFPD has identified an approximate future need for a five percent increase in officers and fleet vehicles (five-to-six officers and one-to-two vehicles) resulting from the proposed Project.[2] The SFPD also recommends conducting public education efforts to help reduce crime, and to help organize residential and business associations, in the Project Area.[3] The SFPD has not identified a need for new or expanded police facilities. As a result, the Project-related increase in demand for police services would not meet criterion 1 in subsection 14.1.3, "Significance Criteria," above--i.e., has not been determined to "result in a significant adverse physical impact associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services." Additionally, new development would be subject to impact fees that could be used to construct new facilities, if needed in the future. Any future SFPD facility improvement projects (e.g., a new station), if and when they are specifically proposed, would be subject to their own project-specific environmental review under CEQA.

Mitigation. No significant project environmental impact associated with police protection has been identified; no mitigation is required.

Cumulative Demands for Police Protection. Buildout of the Project Area, in combination with other anticipated cumulative development in the vicinity (see EIR Table 5.1 in chapter 5, Land Use) would cumulatively increase the demand for police services, including additional sworn police officers and requisite training, support staff, and equipment. Growth in the SFPD service area is monitored and addressed through the City's annual operating and capital budget

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[1] CEQA Guidelines, Appendix G, item XIII(a).

[2] O'Leary.

[3] O'Leary.

process. As a result, this cumulative effect currently does not represent a significant "environmental" impact under CEQA. In addition, new development would be subject to impact fees that could be used to construct new facilities, when needed. Such future SFPD facility improvement projects, if and when they are specifically proposed, would be subject to their own project-specific environmental review pursuant to CEQA.

Mitigation. No significant cumulative environmental impact associated with police protection has been identified; no mitigation is required .

14.2 FIRE PROTECTION/EMERGENCY MEDICAL SERVICES (EMS)

14.2.1 Setting

The San Francisco Fire Department (SFFD) serves the approximately 795,800 residents of San Francisco[1] and approximately 1.5 million people during the business day.[2] The SFFD comprises 42 engine companies, 18 truck companies, 18 medic units (ambulances), two rescue squads, two fireboats, two service squads, one CO_2 unit, one cliff rescue unit, one hazardous materials unit, three wildland firefighting mini-pumpers, two high-pressure hose tenders, three hose tenders, and one utility searchlight unit, with approximately 1,700 firefighting and emergency medical field personnel. Engines are staffed with one officer and three firefighters, and trucks are staffed with one officer and four firefighters. The companies are grouped into of three divisions, which are further divided into ten battalions. Fire stations are strategically and geographically located throughout the City. In addition, a separate division of the department with three firefighting companies is located at San Francisco International Airport.[3]

The Project Area is served by Division Three of the SFFD through Fire Stations 43 (720 Moscow Street) and 44 (1298 Girard Street). Station 43 is paramedic (ALS) capable and houses one triple combination pumper engine and a Paramedic Captain, who is a clinical supervisor. Station 44 also is ALS capable and houses one triple-combination pumper engine. Each engine is staffed by one officer and three firefighters, one of whom is designated the emergency medical technician (EMT) or paramedic (depending on license level). In the Project Area, ambulances cover in a "dynamic-deployment" mode, meaning that they are posted on street corners, not housed in the fire stations. The average SFFD response time in the Project Area ranges from 7 minutes 14 seconds to 9 minutes 7 seconds.[4]

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[1]ABAG Projections 2007; also see Table 6.1 in chapter 6 (Population and Housing) of this EIR.

[2]SFFD website, accessed November 1, 2007.

[3]San Francisco Redevelopment Agency and San Francisco Planning Department. Bayview Hunters Point Redevelopment Projects and Rezoning Draft Environmental Impact Report. October 19, 2004; p. III.O-3.

[4]Andy Zanoff, Captain, Administrative Division, San Francisco Fire Department; written communication, March 3, 2008.

14.2.2 Regulatory Framework

The San Francisco General Plan *Community Facilities Element* (Fire Facilities Section) contains the following objective relevant to fire protection in the Project Area:

- *Development of a system of firehouses which will meet the operating requirements of the Fire Department in providing fire protection services and which will be in harmony with related public service facilities and with all other features and facilities of land development and transportation provided for in other sections of the General Plan.* (Objective 5)

14.2.3 Significance Criteria

Based on the CEQA Guidelines, the redevelopment program would create a significant impact on fire protection and EMS if its implementation would:[1]

(1) Result in a need for new or physically altered facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for fire protection or EMS.

14.2.4 Impacts and Mitigation Measures

Increased Demand for Fire Protection and EMS. Implementation of the redevelopment program would increase demand for SFFD services, especially since the currently vacant former Schlage Lock property would be replaced primarily with residences, which require 24-hour attention.[2] All new development would be subject to SFFD requirements for fire hydrant locations, fire sprinkler systems, fire alarm systems, fire flow, and equipment and firefighter access (e.g., street/sidewalk widths, road access, turnaround dimensions, property access). The estimated with-Project population increment of up to 5,896 new residents in the Project Area would generate additional calls for fire protection and EMS. The increased demand may require additional SFFD personnel, training, or equipment in order to maintain acceptable service ratios and response times; however, the SFFD has not identified any associated specific facilities expansion needs in terms of size, staffing, equipment, and location. Project Area development and associated revenues would constitute a contributory effect on the city as a whole, as future revenues could be used to help maintain firehouses in the area if deemed necessary by the City. As a result, the Project-related increase in demand for SFFD services would not meet criterion 1 in subsection 14.2.3, "Significance Criteria," above--i.e., has not been determined to "result in a significant adverse physical impact associated with the provision of new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services." In addition, new development would be subject to impact fees that could be used to construct new facilities, if needed in the future. Such future SFFD facility improvement projects, if and when they are specifically proposed, would be subject to their own project-specific environmental review under CEQA.

Mitigation. No significant project environmental impact related to fire protection or EMS has been identified; no mitigation is required.

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[1] CEQA Guidelines, Appendix G, item XIII(a).

[2] Zanoff.

Cumulative Demands for Fire Protection and EMS. Buildout in the Project Area, in combination with other anticipated cumulative development in the vicinity (see EIR Table 5.1 and Figure 5.1 in chapter 5, Land Use) would cumulatively increase the demand for fire protection/EMS, including additional firefighters and requisite training, support staff, and equipment. As described above, Project Area development and associated revenues would constitute a contributory effect on the city as a whole, as future revenues could be used to help maintain firehouses in the area if deemed necessary by the City. As a result, this cumulative effect does not represent a significant "environmental" impact under CEQA. In addition, new development would be subject to impact fees that could be used to construct new facilities, if needed. Such future SFFD improvement facility projects, if and when they are specifically proposed, would be subject to their own project-specific environmental review pursuant to CEQA.

Mitigation. No significant cumulative environmental impact associated with fire protection or EMS has been identified; no mitigation is required .

14.3 SCHOOLS

14.3.1 Setting

(a) Existing Schools Serving the Project Area. The San Francisco Unified School District (SFUSD) oversees the public school system in San Francisco (K-12), which is comprised of 37 preschool sites plus 104 schools serving various grade levels (e.g., K-5, K-8, 9-12). SFUSD has a total enrollment of approximately 55,500 students.[1]

SFUSD is comprised of seven high school attendance areas. At one time, students who resided within each area attended the schools within that boundary. Currently, the District's student assignment process provides all students with equitable opportunities to attend a school of their choice. The process aims to achieve integrated schools, parental choice, access to specialized needs, and enrollment in a school close to home.[2]

Geographically, the Project Area is located in the Philip and Sala Burton High School Attendance Area. There are 17 SFUSD schools and three charter schools located in this Attendance Area. Schools located in the immediate vicinity of the Project Area are:

- Visitacion Valley Elementary School (55 Schwerin Street), which has a current (June 2007) enrollment of 386 students and the capacity to serve 550 students;

- El Dorado Elementary School (70 Delta Street), which has a current enrollment of 277 students and the capacity to serve 425 students;

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[1]San Francisco Unified School District (SFUSD) website, www.sfusd.edu ("SFUSD at a Glance"); accessed November 2, 2007.

[2]Paul Cardoni, District Representative, State Projects, SFUSD; written communication, June 14, 2007.

- Visitacion Valley Middle School (450 Raymond Avenue), which has a current enrollment of 356 students and the capacity to serve 864 students; and

- Philip and Sala Burton High School/Leadership Charter High School (400 Mansall Street), which has a current enrollment of 1,669 students and the capacity to serve 2,187 students.[1]

(b) Adopted School Impact Fees. SFUSD began collecting state-authorized school impact fees in 1987, which are collected to mitigate impacts that generate pupil growth (e.g., new housing). The following are the current fees charged by the SFUSD for new construction, by facility type, when building permits are issued:

Residential:	$2.24 per square foot (sq. ft.),
Office:	$0.27 per sq. ft.,
Research and Development:	$0.24 per sq. ft.,
Hospitals:	$0.22 per sq. ft.,
Industrial/Warehouse/Manufacturing:	$0.21 per sq. ft.,
Retail and Services/Self Storage:	$0.18 per sq. ft., and
Lodging/Hotel/Motel:	$0.09 per sq. ft.

14.3.2 Regulatory Framework

The adopted San Francisco General Plan *Community Facilities Element* (Educational Facilities Section) contains the following objective and policy relevant to schools in the Project Area:

- *Assure that public school facilities are distributed and located in a manner that will enhance their efficient and effective use.* (Objective 8)

- *Provide public school facilities for education in accordance with the need for such facilities as defined by the Unified School District and Community College District. Locate such facilities according to the Public School Facilities Plan and, wherever possible, make available for community use.* (Policy 8.1)

14.3.3 Significance Criteria

Based on the CEQA Guidelines, the proposed redevelopment program would create a significant impact on school services if its implementation would:[2]

- Result in substantial adverse physical impacts associated with the provision of new or physically altered school facilities, or the need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives of the school districts.

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[1]Cardoni.

[2]CEQA Guidelines, Appendix G, item XIII(a).

14.3.4 Impacts and Mitigation Measures

Impacts on School Services. Implementation of the redevelopment program would increase demand for SFUSD services. The District's method for calculating enrollment projections utilizes the Cohort Survival Projection Method for each of the seven high school attendance areas in San Francisco. The method looks at existing school capacity and historical enrollment at each school to project a net increase or decrease in enrollment. SFUSD supplements this projection by the number of un-housed students (i.e., not already living in the area) that are anticipated as a result of dwelling units proposed to be built in the given attendance area. A student yield factor of 0.7 is allowed for each proposed residential unit. The estimated with-Project growth increment of up to 1,585 new housing units in the Project Area (see Table 6.4 in chapter 6, Population and Housing, of this EIR) could contribute as many as 1,120 new students to the Burton Attendance Area.[1]

With declining enrollment throughout the District, SFUSD has been closing schools. The District's capital facilities program has focused on replacing older schools with new facilities and modernizing other facilities. Also, SFUSD provides bus transportation to students who attend schools outside of the attendance area in which they reside.[2]

The courts have held that increased classroom enrollment resulting in school overcrowding is considered a "social" rather than a physical "environmental" impact and is not, in itself, a significant environmental impact requiring mitigation under CEQA (Goleta Union School District vs. Regents of University of California [2d Dist. 1995]). Instead, increased school enrollment may only lead to such an impact if the increase will ultimately require physical changes in the environment. Also, state government code sections established in 1998 (sections 65995 and 65996) have pre-empted and limited the ability of cities to exercise their police power to mitigate school impacts. A city government may not impose development requirements regarding school facilities in a manner inconsistent with state statutes on the subject. The duty of a lead agency to mitigate school impacts beyond the state-mandated fees arises only where there is a physical environmental impact involved beyond the mere addition of students to a school. Without definitive, detailed information on any specific future SFUSD facility expansion plans *resulting from the proposed redevelopment program*, identification of such secondary physical environmental impacts at this time would be highly speculative.

Based on current school capacities, current and projected enrollments, historical and ongoing enrollment trends, the District's collection of school impact fees, and the District's capital facilities program, recent case law, and CEQA provisions discouraging speculation, the proposed redevelopment program would have a ***less-than-significant impact*** on school services.

Mitigation--School Impact Fees. The permitted method for addressing school enrollment increase impacts is limited to the state-authorized statutory authority of school districts to impose school impact fees. Specifically, Government Code section 65996 limits methods of addressing impacts on school facilities to state-authorized development impact fees and interim school facility provisions. Therefore, under current statutes and case law, payment of the required school impact fees would address the Project's impact on school services to the furthest extent permitted by law.

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[1]Cardoni.

[2]Cardoni.

School impact fees are collected when building permits are issued. The state-mandated school fee maximums may permit increases in SFUSD impact fees noted above prior to issuance of building permits for development in the Project Area.

Cumulative Impacts on School Services. In addition to the housing that would be facilitated by the redevelopment program, other anticipated residential projects in the vicinity would provide additional residential units (see EIR Table 5.1 and Figure 5.1 in chapter 5, Land Use). Without definitive, detailed information on specific future SFUSD facility expansion plans, identification of secondary physical environmental impacts (i.e., the need for new school facilities) at this time would be highly speculative. Therefore, under CEQA, cumulative impacts on school services would be ***less-than-significant***.

Mitigation--School Impact Fees. School impact fees collected from cumulative residential development would be available to construct additional school facilities pursuant to the District's capital facilities program. Payment of the required school impact fees would address the cumulative impact on school services to the furthest extent permitted by law. State law prohibits a local agency from requiring measures beyond designated impact fees to offset a project's impact on local school facilities.

14.4 PARKS AND RECREATION

14.4.1 Setting

Parks and recreational services in San Francisco are provided by the City and County of San Francisco Recreation and Park Department, which maintains approximately 347 acres of parks and recreational facilities (including the 333-acre John McLaren Park) in the Project vicinity. The Project Area itself includes Hans Schiller Plaza, which is the southernmost portion of the Visitacion Valley Greenway that currently extends northwest from Leland Avenue toward McLaren Park. Parks and recreational facilities in the Project vicinity are further described below and mapped on Figure 14.1.[1]

(a) Existing Parks and Recreational Facilities Serving the Project Area. All City parks and recreational facilities are free to the general public. The following facility is located in the Project Area:

- *Hans Schiller Plaza* (0.11 acre), on Leland Avenue, which is part of the Visitacion Valley Greenway and includes landscaping, seating, and a restroom.

The following parks and recreational facilities are located within ¼-mile of the Project Area:

- *Visitacion Valley Greenway* (2.02 acres) which currently extends northwest from Leland Avenue toward McLaren Park and includes a children's play area and a community garden;

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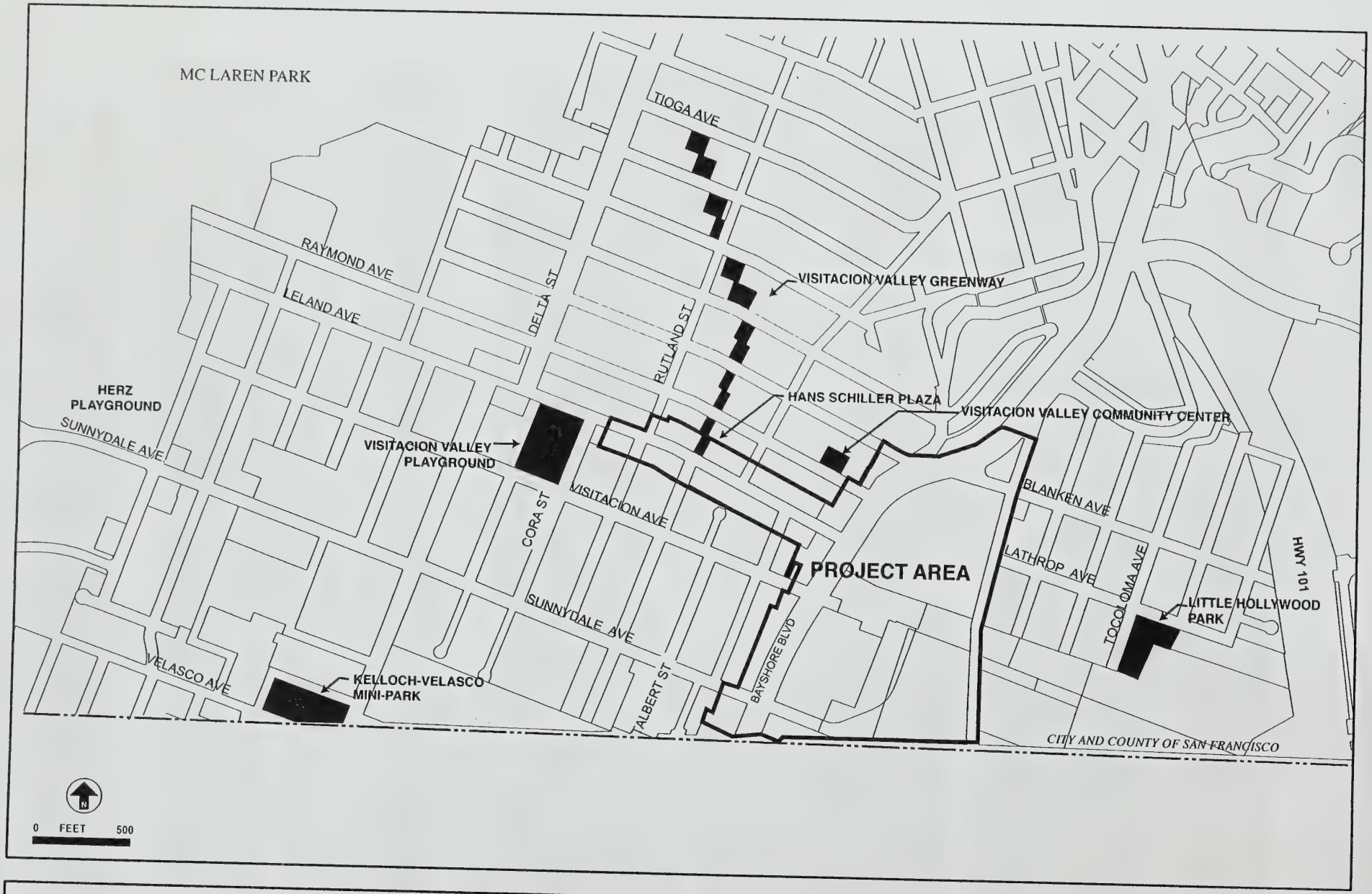
[1]Dawn Kamalanathan, Planning Director, City and County of San Francisco Recreation and Park Department, written communication, September 28, 2007; and Michelle Reyes, Planning Division, Recreation and Park Department, personal communication, December 14, 2007.



SOURCE: City and County of San Francisco Recreation and Park Department

Figure 14.1

EXISTING PARKS AND RECREATIONAL FACILITIES IN PROJECT VICINITY

- *Visitacion Valley Community Center* (0.28 acre), on Raymond Avenue, which is the neighborhood recreation center;

- *Visitacion Valley Playground* (2.05 acres), between Leland and Visitacion Avenues, which contains a ball field, children's play area, and clubhouse; and

- *Little Hollywood Park* (1.32 acres), on Lathrop Avenue, which includes a basketball court, children's play area, lawn area, and picnic area.

The following are located beyond ¼-mile of the Project Area but are still considered easily accessible (e.g., direct street connections, not interrupted by freeways or physical barriers):

- *Kelloch-Velasco Mini-Park* (1.73 acres), at Kelloch and Velasco Avenues, which contains a basketball court, children's play area, and lawn area;

- *Herz Playground* (6.47 acres), on Hahn Street, which includes a ball field, basketball court, children's play area, clubhouse, picnic area, swimming pool, and tennis courts;

- *John McLaren Park* (333.20 acres), accessible via Visitacion Avenue, which contains a basketball court, bathroom, children's play area, clubhouse, community garden, dog play area, golf course, natural area, picnic area, and tennis court.

(b) Demand for Parks and Recreational Facilities. The General Plan *Recreation and Open Space Element* categorizes open space according to the continuous size of the space as follows: (1) "citywide-serving" = over 30 acres; "district-serving" = 10 to 30 acres; (3) "neighborhood-serving" = 1 to 10 acres; and (4) "sub-neighborhood serving" = less than one acre.

Seifel Consulting Inc., the redevelopment consultant to the San Francisco Redevelopment Agency for the Visitacion Valley redevelopment program, performed a needs assessment for the Eastern Neighborhoods, which include Visitacion Valley and nearby San Francisco neighborhoods. Seifel's analysis determined that there is a 4:1 ratio of citywide to district/ neighborhood/sub-neighborhood open space and parks. The analysis further determined that there is not a shortage of citywide open space; however, to maintain existing levels of service of district/neighborhood/sub-neighborhood open space, a total of 1.0 acre of open space would be necessary for every 1,000 residents within a service area (approximately a one-quarter mile radius around a park, or about a 5-10 minute walk).[1]

14.4.2 Regulatory Framework

(a) San Francisco General Plan. The adopted San Francisco General Plan *Recreation and Open Space Element* contains the following objectives and policies relevant to parks and recreation in the Project Area:

- *Develop and maintain a diversified and balanced citywide system of high-quality open space.* (Objective 2)

[1] Kamalanathan.

- *Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.* (Objective 4)

- *Renovate and renew the City's parks and recreation facilities.* (Policy 4.3)

- *Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.* (Policy 4.4)

- *Assure the provision of adequate public open space to serve new residential development.* (Policy 4.6)

- *Provide open space to serve neighborhood commercial districts.* (Policy 4.7)

(b) Visitacion Valley Community Facilities and Infrastructure Fee and Fund. Planning Code sections 319 through 319.7 describe the Visitacion Valley Community Facilities and Infrastructure Fee and Fund. Currently, the fee applies to proposed residential development in Redevelopment Zone 1 (in the Project Area) and at Executive Park (not in the Project Area; see Table 5.1 in chapter 5, Land Use), and is intended to mitigate impacts from new residential development on public infrastructure in Visitacion Valley, including libraries, streets, playgrounds, recreational facilities, and community centers. The Ordinance states, "Substantial new investments in community infrastructure, including active recreational spaces, community facilities, and other public services are necessary to mitigate the impacts of new development at these sites....The fee would be solely used to fund acquisition, design, and construction of community facilities in the Visitacion Valley neighborhood. The proposed fees only cover impacts caused by new development and are not intended to remedy already existing deficiencies...."

The fee has been set at $4.58 per square foot of new residential development. The with-Project residential growth increment in Redevelopment Zone 1 is estimated at up to 1,250 multi-family units (see Table 6.2 in chapter 6, Population and Housing, of this EIR), with an anticipated overall average size (floor area) of approximately 1,000 square feet per unit; therefore, the total Community Facilities and Infrastructure Fee associated with the Project-facilitated growth increment would be up to approximately $5,725,000 ($4.58 x 1,250 x 1,000).

14.4.3 Significance Criteria

Based on the CEQA Guidelines, the proposed redevelopment program would create a significant impact on parks and recreational services if its implementation would:[1]

(1) Result in substantial adverse physical impacts associated with the provision of new or physically altered parks and recreation facilities, or the need for new or physically altered parks and recreation facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for parks and recreational services;

(2) Result in an increased use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or

[1] CEQA Guidelines, Appendix G, items XIII(a), XIV(a), and XIV(b).

(3) Include recreational facilities, or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment.

14.4.4 Impacts and Mitigation Measures

Proposed Parks and Recreational Facilities in the Project Area--Construction Impacts. As illustrated on Figure 14.2, the redevelopment program proposes three new public parks in Redevelopment Zone 1: (1) Blanken Park (approximately 0.5 acre), which would include a community center in the restored and renovated "Old Schlage Lock Office Building"; (2) Leland Park (about 1.0 acre) between Leland and Visitacion Avenues; and (3) the Residential Greenway (about 1.0 acre) between Visitacion and Sunnydale Avenues. The new public parks in the Project Area would total approximately 2.5 acres; the specific facilities to be included in the parks and community center have yet to be decided.

The construction activities to create the redevelopment program-identified new public parks and recreational facilities would be temporary. Construction period traffic interruption, dust, odors, and noise typically associated with such construction would be mitigated through normal City construction period mitigation procedures (e.g., see EIR chapters 9 [Air Quality] and 13 [Noise]). No unusual, significant environmental impact would be anticipated with this construction activity, or with the operation of the new parks and facilities. The environmental impacts associated with construction and operation of proposed new parks and recreational facilities would therefore be ***less-than-significant*** (see criteria 1 and 3 in subsection 14.4.3, "Significance Criteria," above).

Mitigation. No additional significant environmental impact associated with the construction or operation of proposed new parks and recreational facilities in the Project Area has been identified; no additional mitigation is required beyond those measures already identified in this EIR.

Project Effects on the Adequacy of Existing Parks and Recreational Facilities. The proposed redevelopment program would facilitate a projected Project Area residential growth increment of up to approximately 5,896 new residents in the Visitacion Valley neighborhood. The Project would provide about 2.5 acres of new parks and recreational facilities. Using the recommendation from the Eastern Neighborhoods Assessment by Seifel Consulting, Inc. (1.0 acre per 1,000 residents within a service area), the Recreation and Park Department has calculated that, with the existing availability of open space in the Project vicinity (see Figure 14.1) and *not including the 2.5 acres of new open space proposed by the Project*, the Project would result in a parks/open space deficiency of 0.77 acre.[1] The Recreation and Park Department recognizes that the Project Area is relatively small and, therefore, providing large sections of open space would be impractical. Instead, the Department recommends: (1) greenway spaces that connect to existing open spaces surrounding the Project Area, and (2) coordination between the Redevelopment Agency, Planning Department, and Recreation and Park Department in planning new open space in the Project Area in order to maintain a cohesive open space system.[2] The Recreation and Park Department has also concluded that the provision of one outdoor tennis court and one outdoor basketball court would provide the

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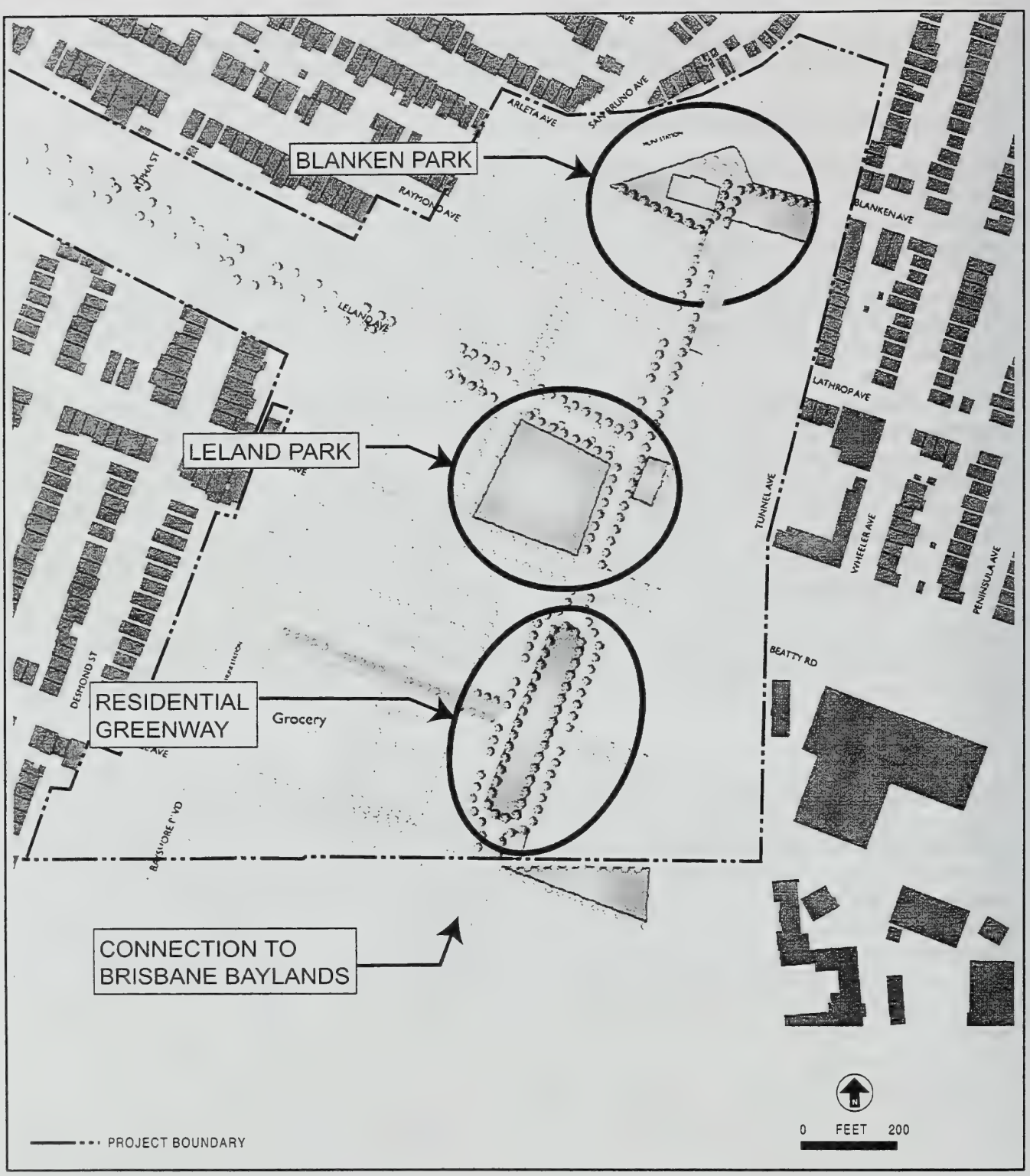
[1]Kamalanathan and Reyes.

[2]Kamalanathan and Reyes.



SOURCE: Van Meter Williams Pollack

Figure 14.2

PROJECT-PROPOSED NEW PARKS

additional recreational facilities needed to maintain the standards determined by the Department's 2004 Recreation Assessment.[1]

In addition, proposed development in Zone 1 (see subsection 14.4.2[b] above) would be assessed a Community Facilities and Infrastructure Fee of approximately $5,725,000 for the acquisition, design, and construction of additional recreational/community facilities in the Visitacion Valley neighborhood. This applicable fee is intended to mitigate the potential effects of increased use of existing parks and recreational facilities which might result from the proposed redevelopment program.

With the proposed addition of 2.5 acres of new public parks and recreational facilities in the Project Area, implementation of the associated Recreation and Park Department recommendations identified above, and payment of the Community Facilities and Infrastructure Fee, the redevelopment program would more than offset the 0.77-acre deficiency identified by the Recreation and Park Department. As a matter of ongoing common practice, the creation of Zone 1-designated new parks and recreational facilities, and the use of the new infrastructure and facilities funds from Zone 1, would be coordinated between the Redevelopment Agency, Planning Department, and Recreation and Park Department. The environmental impacts of the Project related to parks and recreation would therefore be ***less-than-significant*** (see criteria 1 through 3 in subsection 14.4.3, "Significance Criteria," above).

Mitigation. No significant project environmental impact associated with increased use of existing parks and recreational facilities has been identified; no mitigation is required.

Cumulative Demands for Parks and Recreational Facilities. Development under the proposed redevelopment program, in combination with other anticipated cumulative development in the vicinity (see EIR Table 5.1 in chapter 5, Land Use, of this EIR), would cumulatively increase the demand for parks and recreational facilities. In particular, the Recreation and Park Department's 2004 Recreation Assessment identified a citywide shortage of recreational facilities, including ball fields, soccer fields, and outdoor basketball courts. For any potential future parks and recreational facilities outside the Project Area, until specific parks and facility needs are identified in terms of size, staffing, equipment, and location, assessment of associated environmental impacts would be highly speculative; therefore, such future parks and recreational facility projects would be subject to their own environmental reviews pursuant to CEQA. As a result, this cumulative effect currently does not represent a significant environmental impact under CEQA.

Mitigation. No significant cumulative environmental impact associated with parks and recreational facilities has been identified; no mitigation is required.

14.5 LIBRARY SERVICES

14.5.1 Setting

Residents in the Project Area are served by the Visitacion Valley branch of the San Francisco Public Library. The library is located in a leased storefront at 45 Leland Avenue in the Project

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[1]Kamalanathan and Reyes.

Area; the current branch is the smallest in the City.[1] In November 2000, San Francisco voters passed Proposition A, the $105.9 million Branch Library Improvement Program. Combined with other state and local public and private funding sources, this program was designed to renovate 19 branch libraries, replace four leased facilities (including the Visitacion Valley branch) with City-owned branches, and construct a new branch in Mission Bay. On March 1, 2007, the San Francisco Library Commission voted to increase the budget of the Visitacion Valley project from $5.9 million to $11.4 million in order to build a branch library larger than was originally planned.[2]

The new Visitacion Valley Branch Library, currently in the design stage, is scheduled to open in 2010. The library will replace the Super Fair Market at the southwest corner of Leland Avenue and Rutland Street (in the Project Area). Planning for the new approximately 10,000-square-foot library anticipated the future revitalization of the Project Area, including new housing and development of the Concept Plan subarea for housing and retail uses. The current library will remain in operation until the new library opens, except for several days when books and other materials are transferred to the new building.[3]

The new branch library is designed to include a reading area, two study rooms, distinct children's and teen's areas, increased technology and more computers, paved outdoor courtyards suitable for library programming, twice as many books and other materials (compared to the current facility), a Program Room with after-hours community access, and a LEED Silver Rating for energy conservation. The branch also will provide Family Literacy Training and foreign-language materials.[4]

Construction and operation of the new library was subject to a "Certificate of Determination of Exemption/Exclusion from Environmental Review" per CEQA Guidelines sections 15301(1)(3) and 15303(c), generally pertaining to limited demolition and new construction in urbanized areas.[5] Therefore, the future library is not subject to CEQA review.

14.5.2 Regulatory Framework

(a) San Francisco General Plan. The adopted San Francisco General Plan *Community Facilities Element* (Library Facilities Section) contains the following objective relevant to library services in the Project Area:

- *Development of a public library system in San Francisco which will make adequate and efficient library service freely available to everyone within the City, and which will be in*

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[1]City and County of San Francisco Proposition 14 Application: Visitacion Valley Branch Library #3061, 2004. Provided by Mindy Linetzky, Bond Program Administrator, San Francisco Public Library, Branch Library Improvement Program.

[2]San Francisco Public Library, New Construction--Visitacion Valley Branch, www.sfpl.lib.ca.us/news/blip/visvalleyconstruction.htm, accessed October 31, 2007.

[3]Proposition 14 Application and branch website.

[4]Proposition 14 Application and branch website.

[5]Certificate of Determination of Exemption/Exclusion from Environmental Review--Visitacion Valley Branch Library, City and County of San Francisco Planning Department, signed by Paul E. Maltzer, Environmental Review Officer, August 28, 2003.

harmony with related public service facilities and with all other features and facilities of land development and transportation provided for in other sections of the General Plan. (Objective 6)

(b) Visitacion Valley Community Facilities and Infrastructure Fee and Fund. Planning Code sections 319 through 319.7 describe the Visitacion Valley Community Facilities and Infrastructure Fee and Fund. Currently, the fee applies to proposed residential development in Redevelopment Zone 1 (in the Project Area) and at Executive Park (not in the Project Area, see Table 5.1 and Figure 5.1 in chapter 5, Land Use), and is intended to mitigate impacts from new residential development on public infrastructure in Visitacion Valley, including libraries, streets, playgrounds, recreational facilities, and community centers. The Ordinance states, "Substantial new investments in community infrastructure, including active recreational spaces, community facilities, and other public services are necessary to mitigate the impacts of new development at these sites....The fee would be solely used to fund acquisition, design, and construction of community facilities in the Visitacion Valley neighborhood. The proposed fees only cover impacts caused by new development and are not intended to remedy already existing deficiencies...."

The fee has been set at $4.58 per square foot of new residential development. The estimated Project-facilitated residential growth increment in Redevelopment Zone 1 is up to 1,250 multi-family units (see Table 6.3 in chapter 6, Population and Housing), with an estimated overall floor area average of approximately 1,000 square feet per unit; therefore, the total Community Facilities and Infrastructure Fee from this development increment would be approximately $5,725,000 ($4.58 x 1,250 x 1,000).

14.5.3 Significance Criteria

Based on the CEQA Guidelines, the redevelopment program would create a significant impact on library services if its implementation would:[1]

(1) Result in a need for new or physically altered facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for library services.

14.5.4 Impacts and Mitigation Measures

Increased Demand for Library Services. Implementation of the redevelopment program would increase demand for library services. The estimated Project-facilitated residential growth increment in the overall Project Area of up to 5,896 new residents would generate additional visits to the local library and additional demand for library resources (e.g., books, seating, computers, literacy training).

As described above in subsection 14.5.1 (Setting), the planning for the recently approved future Visitacion Valley Branch Library, which is scheduled to open in 2010, took into account the future revitalization of the Project Area. Therefore, because the Project-facilitated population growth increment is not expected to result in the need for new or physically altered library facilities, the Project would have a ***less-than-significant impact*** on library services.

[1] CEQA Guidelines, Appendix G, item XIII(a).

Mitigation. No significant environmental impact associated with the Project-related increases in the demand for library services has been identified; no mitigation is required.

Cumulative Demands for Library Services. Development under the proposed redevelopment program, in combination with other anticipated cumulative development in the vicinity (see EIR Table 5.1 and Figure 5.1 in chapter 5, Land Use), would cumulatively increase the demand for library services. For any potential future library facilities (not including the approved Visitacion Valley Branch Library), until specific library facility needs are identified in terms of size, staffing, equipment, and location, assessment of associated environmental impacts would be highly speculative; therefore, such future library facility projects would be subject to their own environmental reviews pursuant to CEQA. As a result, this cumulative effect currently does not represent a significant environmental impact under CEQA.

Mitigation. No significant cumulative environmental impact associated with library services has been identified; no mitigation is required.

15. UTILITIES AND SERVICE SYSTEMS

This EIR chapter describes existing water, wastewater, solid waste disposal/recycling, and gas/electricity service conditions in the Project Area; identifies Project-related environmental impacts associated with these services; and recommends mitigation measures for identified potentially significant environmental impacts.

15.1 WATER SERVICE

15.1.1 Setting

(a) Existing Water Supply. Water is provided to retail customers in the Project Area and the entire City and County of San Francisco through a water supply, storage, and distribution system operated by the San Francisco Public Utilities Commission (SFPUC).[1] This local system purchases most of its water (approximately 96 percent) from the San Francisco Regional Water System (RWS), which is also operated by the SFPUC.[2] The remainder of the water used by the SFPUC (about 4 percent) is obtained from groundwater extractions in the western part of the City (i.e., the Westside groundwater basin, mainly for irrigation purposes in Golden Gate Park and around Lake Merced) and in the Pleasanton area, and from the use of tertiary treated recycled wastewater produced at the City's Westside Water Pollution Control Plant. The SFPUC has projected that the use of recycled wastewater can be expanded from approximately 0.7 million gallons per day (mgd) in 2005 to 5.0 mgd by 2025.[3]

On average, the RWS obtains about 15 percent of its supply from runoff into several Bay Area reservoirs, and 85 percent from diversions on the Tuolumne River through the Hetch Hetchy Water and Power Project (HHWPP). In drought years, the HHWPP contribution has risen to as high as 93 percent of all water delivered by the RWS.[4]

In addition to providing San Francisco's water, the RWS also supplies on a wholesale basis all or a portion of the water used by a total of 28 entities in Alameda, San Mateo, and Santa Clara Counties. These entities include cities, water districts, improvement districts, water associations, schools, and private water companies. The percentage of each entity's demand provided by the RWS varies, but it averages approximately 65 percent, totaling 177.9 mgd in

[1]The SFPUC also provides retail water service to the following areas and entities located outside San Francisco: the Town of Sunol, San Francisco International Airport, Lawrence Livermore Laboratory, and the Castlewood and Groveland Community Services District in Alameda County.

[2]San Francisco Public Utilities Commission (SFPUC). 2005 Urban Water Management Plan for the City and County of San Francisco. December 2005; Table 5A, p. 9.

[3]SFPUC, Table 19, p. 94.

[4]SFPUC, p. 10.

2005. Combined with the 88.9 mgd supplied to San Francisco, water deliveries by the RWS averaged 266.8 mgd (approximately 299,000 acre-feet) in 2005.

The SFPUC has estimated that during a "design" 8½-year drought, at current levels of use, the RWS would experience supply shortages of approximately 25 percent, 15 to 20 percent of the time. These shortages and the resulting cut-backs would affect both retail (San Francisco) and wholesale water customers. The SFPUC plans to limit future drought-imposed rationing to no more than 20 percent of demand.[1]

The current SFPUC Water System Improvement Program (WSIP) includes several measures for achieving the goal of improving the reliability of the RWS supply, which can be summarized as follows:

(1) Conjunctive use of the Westside groundwater basin (aquifer). Although this basin has not been determined to be in overdraft by the Department of Water Resources, its water levels have fallen substantially in recent years, most notably affecting conditions in Lake Merced. Most of the groundwater from the basin is used by cities in northern San Mateo County. To replenish water levels, the SFPUC is currently working with the user cities to develop an in-lieu program whereby water that would otherwise be pumped from the ground will be replaced by water from the RWS during non-drought years. It is expected that with this replenishment approach, over the course of several years, the aquifer will gradually recover and ultimately be able to provide as much as 61,800 acre-feet (equal to approximately 7 billion gallons) of recoverable storage during a drought.

(2) Negotiation of drought-year water transfers from other users of Tuolumne River water, holders of water rights on other river systems, or the State Water Project. Under the terms of a proposed transfer that was not completed, Tuolumne River water would have been diverted for underground storage by a Central Valley water district during "normal" water years, which would then withdraw the water during a drought while releasing some of its normal surface water entitlement for use by the RWS. As of 2005, no transfers had been completed under the proposal, but the SFPUC anticipates that by the year 2020, as much as 29,000 acre-feet per year will be made available in this way during a drought.

(3) Recovery of storage within Bay Area reservoirs. As part of the WSIP, the storage capacity of the SFPUC's Crystal Springs reservoir will be increased by 11,100 acre-feet, and the capacity of the Calaveras reservoir will be increased by 58,700 acre-feet. None of these supply reliability improvement measures entails an expansion of the RWS's existing water sources. Rather, the measures would provide additional ways to "bank" water during normal years for use during a drought.

Due to the previously described drawdown of the Westside aquifer, and because groundwater resources on the east side of San Francisco tend to be restricted by poor soils and widespread contamination, the SFPUC has no firm plans to increase local groundwater withdrawals; however, the installation of new wells in the vicinity of Golden Gate Park and Lake Merced is being investigated.

(b) Existing Water Distribution, Storage, and Treatment. The Project Area is served by an existing water distribution system that extends throughout the residential areas on either side of Leland Avenue and runs along both sides of Redevelopment Zone 1. Water is delivered to

[1]SFPUC, p. 36.

homes and businesses on Bayshore Boulevard and the eastern half of Leland Avenue by 6- or 8-inch diameter lines that are tied into the overall grid system at every corner, and also to a 12-inch main that runs along the east side of Bayshore Boulevard and up Sunnydale Avenue. Redevelopment Zone 1 is served by an existing direct connection to this 12-inch main at Visitacion Avenue.

The 12-inch transmission system continues around the northern end of Zone 1 on to Blanken Avenue and then Tunnel Avenue, making a loop around three sides of the zone. A second connection is located at the Tunnel/Visitacion Avenue intersection, where, according to a San Francisco Water Department map, a 12-inch line extends under the railroad tracks into Zone 1.

Water is stored in several reservoirs throughout San Francisco to provide operational flexibility within the transmission pipelines that deliver RWS supplies to the City. In addition, these reservoirs provide a short-term back-up in the event of a supply emergency. The closest reservoirs in the Project vicinity are the McLaren Park storage tanks and the LeGrande tank (all in McLaren Park) and the University Mount reservoir.

Because the RWS's Sierra surface water supply is obtained from a protected, nearly pristine watershed, the only treatment required prior to delivery is chlorination to kill bacteria and pH balancing to prevent pipe corrosion. Water from Bay Area reservoirs must receive more extensive treatment (primarily filtration) at one of two treatment plants located outside the City before it is blended with Sierra water. The Sunol and Harry Tracy water treatment plants established for this purpose have a combined capacity of approximately 280 mgd, which far exceeds what is needed to treat water that originates in the Bay Area under normal demand conditions. This reserve treatment capacity gives the SPUC the ability to either draw down its local reservoirs or import water from the State Water Project in the event of an emergency interruption in the Sierra water supply. According to the SFPUC's 2005 Urban Water Management Plan (UWMP), these treatment facilities, combined with the high quality of Sierra water, will prevent any future degradation in the quality of water provided by the RWS.

(c) Existing and Future Water Demand. The UWMP breaks down the City's water use into a number of different categories as a means of allocating total demand among its many customer types and estimate future demands. The three main customer categories are single-family residential, multi-family residential, and non-residential. The non-residential category includes all classes of employment. The following tables present the results of this citywide breakdown, based on information presented in the UWMP (UWMP Tables 2 and Table 8B):

2005 (current):

Category of Use	# Units or Employees	Total Water Use (mgd)	Average Water Use (gpd)[1]
Single-family residential	109,985	18.4	167.0/unit
Multi-family residential	221,448	27.7	122.0/unit
Non-residential	656,480	29.2	44.5/employee
System losses	N/A	0.2	
Construction, docks & shipping	N/A	7.3	
Surface water deliveries outside San Francisco[2]	N/A	6.1	
Total San Francisco retail demand from RWS[3]		88.9	

2030 (projected):

Category of Use	# Units or Employees	Total Water Use (mgd)	Average Water Use (gpd)[1]
Single-family residential	111,785	16.2	145.0/unit
Multi-family residential	261,728	26.7	102.0/unit
Non-residential	795,400	33.5	42.1/employee
System losses	N/A	0.2	
Construction, docks & shipping	N/A	7.3	
Surface water deliveries outside San Francisco[2]	N/A	6.1	
Total San Francisco retail demand from RWS[3]		90.0	

[1] Average water use was calculated from the preceding columns for the purposes of this EIR.
[2] See 15.1.1(a) ("Existing Water Supply") of this chapter, especially footnote 1.
[3] 2.5 mgd of groundwater pumped from the Westside aquifer for park irrigation and 1 mgd of groundwater delivered to Castlewood from wells in the Pleasanton area are not included in the demand total because that water is not supplied by the RWS.

The tables above indicate that, although the numbers of housing units and employees are expected to grow in San Francisco, projections for total water use are essentially flat (increasing by less than 1.5 percent over 25 years). The flat use projections are due to SFPUC-anticipated continuation of conservation practices, primarily due to changes in the plumbing code, which are expected to reduce unit residential demand over the period by more than 13 percent for single-family residences and by almost 16.5 percent for multi-family residences.

San Francisco's retail water use represents only a portion of the water supplied by the RWS; wholesale (outside the City) customers now use 177.9 mgd, or approximately two-thirds of the total RWS supply of 266.8 mgd. The SFPUC expects wholesale deliveries to grow to 209.4 mgd by 2030, an increase of nearly 18 percent, raising the total volume of water supplied by the RWS to 299.4 mgd by 2030 (209.4 + 90.0 mgd). The UWMP has concluded that the RWS would be able to meet this demand during normal precipitation years, while implementation of the WSIP supply enhancement projects (see 15.1.1 [a], "Existing Water Supply," herein) would allow the SFPUC to reduce currently projected shortages from 25 percent to 20 percent of total demand during an 8½-year drought.[1]

[1]SFPUC, Tables 10 and 12A-12E, pp. 47-53.

15.1.2 Regulatory Framework

(a) San Francisco General Plan. The adopted San Francisco General Plan *Environmental Protection Element* (Utilities--Water Section) contains the following objective and policies pertaining to water service in the Project Area:

- *Assure a permanent and adequate supply of fresh water to meet the present and future needs of San Francisco.* (Objective 5)

- *Maintain an adequate water distribution system within San Francisco.* (Policy 5.1)

- *Exercise controls over development to correspond to the capabilities of the water supply and distribution system.* (Policy 5.2)

- *Ensure water purity.* (Policy 5.3)

(b) State Requirements. The following examples illustrate principal legislation that has been enacted to regulate the supply and use of water throughout California that may be pertinent to the proposed project:

- Assembly Bill (AB) 325, the Water Conservation and Landscaping Act, directs local governments to require the use of low-flow plumbing fixtures and the installation of drought-tolerant landscaping in all new development.

- Senate Bill (SB) 610 requires that before any project subject to the California Environmental Quality Act (CEQA) is approved, the project must have an adopted water supply assessment to determine whether adequate water supplies would be available to meet the requirements of all existing plus new customers (i.e., existing customers plus the project plus other anticipated future growth) during normal conditions and during single-year and multiple-year drought conditions.

- SB 221 elaborates on the requirement for water supply assessments (SB 610) by prohibiting approval of subdivisions consisting of more than 500 dwelling units (or the equivalent water demand) unless the water supplier(s) verifies there is sufficient water supply for the project from the applicable water supplier(s).

- The California Urban Water Management Planning Act (enacted 1983, last revised 2004) requires each urban water supplier to prepare an urban water management plan and update the plan every five years.

- AB 901 requires that the urban water management plan document the quality of a supplier's available water source(s) and provide an assessment of the ways in which water quality affects its water management strategies and supply.

- Section 64562 of the California Health and Safety Code requires each public water system to have sufficient water available from its water sources and distribution reservoirs to supply adequately, dependably, and safely the total requirements of all its users under maximum demand conditions before an agreement can be made to permit additional service connections to that system.

(c) Federal Requirements. The Safe Drinking Water Act (SDWA), established on December 16, 1974, is the main federal law that ensures the quality of drinking water by setting standards for drinking water quality and by providing guidance to the states, localities, and water suppliers who implement those standards.

15.1.3 Significance Criteria

Based on the CEQA Guidelines, the Project (redevelopment program) would create a significant impact on water service if it would:[1]

(1) Result in the need for new or expanded water supply entitlements; or

(2) Require or result in the construction of new water facilities or expansion of existing facilities, the construction of which could cause significant environmental impacts.

15.1.4 Impacts and Mitigation Measures

Increased Water Demand. The Project would facilitate development of up to approximately 1,585 new housing units, increasing the housing unit total within the Project Area to approximately 1,761. In addition, the Project would facilitate up to approximately 157,000 square feet (sq. ft.) of new non-residential uses (131,500 sq. ft. retail and 25,000 sq. ft. cultural/institutional/educational) in the Project area. Finally, the Project would facilitate an approximately 39,000 square-foot reduction in other existing commercial space in the Project Area such as offices and auto repair shops.

The new housing would all be multi-family units. These new units would have an estimated average water demand of 102 gallons per day (gpd) per unit,[2] resulting in a Project Area residential water use increase of approximately 161,670 gpd. The UWMP does not present similar demand measures for non-residential uses, but if it is assumed that retail and cultural/institutional/educational space uses approximately 150 gpd per 1,000 square feet, non-residential water use in the Project Area would increase by an estimated 23,291 gpd. These increases would be offset by the anticipated loss of some commercial space, also with an estimated existing water use of 150 gpd per 1,000 square feet, or approximately 5,850 gpd.[3] In total, it is estimated the anticipated Project-facilitated growth increment would increase Project Area water use by up to approximately 179,111 gpd (161,670 + 23,291 - 5,850 gpd).

According to a letter from the SFPUC prepared for this EIR and dated October 11, 2007, "[T]he SFPUC [through the adopted Urban Water Management Plan] has included the water demands associated with the proposed [Visitacion Valley redevelopment] project in future water demands for the City and County of San Francisco."[4] The letter goes on to state, "The proposed project will not result in a major expansion of the water utility system." Therefore, the Urban Water

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[1]CEQA Guidelines, Appendix G, items XVI(b and d).

[2]SFPUC, Table 2, p. 7 and Table 8B, p. 43.

[3]Retail/commercial water demand factors were taken from the Bayview Hunters Point Redevelopment Projects and Rezoning Draft EIR, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2007, p. III. O-25.

[4]Ellen Levin, SFPUC Director of Water Resources; written communication, October 11, 2007.

Management Plan acts as the water supply assessment required by SB 610, and the SFPUC letter provides the assurance from the water supplier required by SB 221 "... that there is sufficient water supply for the project ...". As a result, the proposed redevelopment program's impact on San Francisco's existing and future water supply would be ***less-than-significant*** (see criterion 1 in subsection 15.1.3, "Significance Criteria," above).[1]

Mitigation. No significant environmental impact associated with water supply and demand has been identified; no mitigation is required.

Potentially Inadequate Water Delivery Infrastructure. If the proposed Project's domestic and fire flow water demands exceed the capacity of the existing Visitacion Valley distribution system, localized water shortages or pressure deficiencies could result.

It is expected that new water lines would be extended throughout Redevelopment Zone 1 to serve anticipated new development, most likely from the two existing City distribution system connections on Bayshore Boulevard and Tunnel Avenue. Given the moderate level of new infill development proposed within the neighborhood on the west side of Bayshore Boulevard, it is unlikely that water distribution improvements would be needed for these areas, particularly since the needed level of fire protection outside Zone 1 is unlikely to change.

It is unknown if the existing water distribution system serving the Project Area would be able to provide the level of fire flow needed by the Project proposed new multi-story buildings. Even if the existing system is able to meet current fire flow needs, it is unknown whether the Project's added fire flow demands could potentially lower pressures in parts of the surrounding vicinity to an unacceptable level.

In accordance with San Francisco Fire Department (SFFD) requirements, future individual development project sponsors within the Project Area would base the design of new water distribution and fire flow infrastructure (e.g., hydrants, sprinklers, emergency storage) on the capacity of the existing Visitacion Valley water distribution system, so as to ensure Project demands would not exceed the limits of this capacity.

Individual development project sponsors would be required to request fire flow evaluations from the SFFD, which would calculate how much fire flow would be available. If the calculated fire hydrant and building sprinkler demands of the individual project exceed this capacity, some form of on-site pumped storage facility would have to be incorporated into the individual project design to provide a pre-determined percentage of the individual project's overall water demand during a fire. Alternatively, the City could identify off-site improvements that would allow the local water system to meet estimated Project Area fire flow demands; such improvements would be constructed or funded by individual development project sponsors as a condition of project approval.

The construction activities associated with such new Project Area water distribution and fire flow infrastructure would be temporary. Associated construction period traffic interruption, dust, odors, and noise typically associated with such construction would be mitigated through normal City construction period mitigation procedures (e.g., see EIR chapters 9 [Air Quality] and 13

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[1]It is noted the letter from the SFPUC did not include any statement or estimate of the Project's estimated water demand. The water use calculations presented in the previous paragraph were derived from the source listed in footnote 3.

[Noise]). No unusual, significant environmental impact would be anticipated with this construction activity, or with the operation of the new infrastructure. The environmental impacts associated with construction and operation of anticipated new water distribution and fire flow infrastructure associated with the Project would therefore be ***less-than-significant*** (see criterion 2 in subsection 15.1.3, "Significance Criteria," above).

Mitigation. No additional significant environmental impact associated with the construction or operation of new water distribution and fire flow infrastructure in the Project Area has been identified; no additional mitigation is required beyond those measures already identified in this EIR.

15.2 WASTEWATER SERVICE

15.2.1 Setting

(a) Existing Wastewater Collection and Treatment. The Project Area and the Visitacion Valley neighborhood are served by a local wastewater collection (sewer) system that is defined mainly by the principal ridge line that separates the east side of San Francisco from the west side. In the Project vicinity, this principal ridge line runs north from San Bruno Mountain, then crosses Geneva Avenue near South Hill Boulevard into John McLaren Park. This principal ridge line continues north into Bernal Heights, but a spur ridgeline branching off to the east creates Visitacion Valley and the northern boundary of Visitacion Valley's Sunnydale sewer basin, roughly following Mansell Street and Ankeny Street over to Bayshore Boulevard.

The local sewer system begins in the upper elevations of this basin, with pipes running downhill and gradually increasing in size until they join at the intersection of Sunnydale Avenue and Bayshore Boulevard, at the southwest corner of Redevelopment Zone 1. From this point, a single 78-inch diameter sewer tunnel continues east to the end of Sunnydale Avenue, where it crosses the City boundary into Brisbane and runs underneath the San Francisco Solid Waste Transfer and Recycling Center and Bayshore Freeway (U.S. 101) to a 20-foot by 20-foot box culvert/storage facility that runs along the Bay shoreline, adjacent to Harney Way. Wastewater collected in this box culvert is then pumped north through Candlestick Hill to the Hunters Point neighborhood, where it continues picking up wastewater until entering another tunnel that runs through Hunters Point Hill. After leaving this second tunnel, the sewer turns northwest on Fairfax Avenue and then Evans Avenue before discharging into the City's Southeast Water Pollution Control Plant (SEWPCP), which is located near the intersection of Evans Avenue and Third Street.

The total area draining to the 78-inch diameter Sunnydale sewer tunnel--which includes the portion of the Project Area on the west side of Bayshore Boulevard and all other areas located upstream of the Sunnydale/Bayshore intersection, plus Redevelopment Zone 1 on the east side of Bayshore Boulevard, the block surrounded by Hester Avenue, and a the Little Hollywood area on the east side of Tunnel Avenue--is approximately 717 acres. The total area draining to the Harney Way box culvert encompasses an additional 40 acres located between Tunnel Avenue and the freeway, and approximately 28 acres of commercial and residential development within

Executive Park below Candlestick Hill. These two areas (68 acres) have separate connections to the Harney Way box culvert, and do not utilize the Sunnydale tunnel.[1]

The SEWPCP collects wastewater from the entire Bayside Drainage Basin, which covers the entire eastern part of San Francisco. Although this basin encompasses approximately half of the geographical area of the City, most of the City's businesses and approximately two-thirds of all its residents are located within its boundaries. As a result, the SEWPCP handles 80 percent of San Francisco's average wastewater flow, currently estimated at 63 million gallons per day (mgd). The remaining 20 percent is treated at the City's Oceanside Water Pollution Control Plant, located adjacent to the San Francisco Zoo.[2]

The SEWPCP treats wastewater to a secondary level by removing a minimum of 90 percent of a wide range of organic and inorganic contaminants before discharge to San Francisco Bay. During most of the year, this system works well, producing a discharge effluent that meets all applicable federal regulations and requirements of the Regional Water Quality Control Board (RWQCB). However, San Francisco has a combined sewer system that collects not only wastewater but also stormwater runoff when it rains. The resulting surges in total sewer system flow during a storm can increase "dry weather" sewer flows by more than 400 percent, depending on the severity of the storm.[3]

Until the early 1980s, these surges overwhelmed the SEWPCP, causing as many as 80 discharges of partially treated or completely untreated wastewater into the Bay per year. This water was highly diluted by runoff, but was still environmentally harmful. In response, the City raised the treatment plant's "wet weather" capacity to 210 mgd in 1982, and to 250 mgd in 1994. In addition, a number of the large transmission mains that transport wastewater to the SEWPCP (such as the Harney Way box culvert) were significantly enlarged to provide detention storage for the combined wastewater and stormwater runoff. As flow rates approach the capacity of the SEWPCP, wastewater is detained in these detention facilities, which generally run along the edge of the Bay, where it is held until the storm subsides and additional treatment capacity becomes available.

This combination of treatment plant upgrades and in-line storage (detention) has significantly reduced the number of direct wastewater discharges into the Bay, allowing San Francisco to remain in compliance with the provisions of the federal Clean Water Act that regulate combined sewer systems. However, depending on the distribution and severity of individual rain storms, there still can be as many as ten inadequately-treated discharges per year.[4] Within the SEWPCP system, these discharges occur at various locations along the Bay shore, where overflow pipes provide an outlet for local storage facilities to prevent over-capacity wastewater

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[1]San Francisco Department of Public Works, Combined Sewer System Maps, last revised March 1996. The areas listed as draining separately to the Harney Way box culvert are very approximate, since the maps do not show the topographically defined limits of the stormwater runoff watershed. Also, Hydroconsult Engineers, *Sunnydale Sewer Improvements--Phase I: Conceptual Hydraulic Designs*, August 18, 1997.

[2]San Francisco Public Utilities Commission (SFPUC) website, http://sfwater.org/mto_main.cfm/MC_ID/14/MSC_ID/117/MTO_ID/225, accessed November 14, 2007.

[3]SFPUC Southeast Water Pollution Control Plant brochure, undated.

[4]SFPUC website, http://sfwater.org/detail.cfm/MC_ID/14/MSC_ID/117/MTO_ID/544/C_ID/3103, accessed November 14, 2007.

and stormwater flows from backing up into their contributing neighborhoods. According to the City's sewer system maps, the closest location to the Project Area where such Bay discharges can occur is from the Harney Way box culvert, near the intersection of Alana Way and Harney Way on the east side of the freeway.

During storm events, the wastewater and runoff receive a form of primary treatment before such direct discharges occur, since heavy contaminants settle to the bottom of the storage facilities and floatable solids are skimmed off the top. After the storm, these retained pollutants are transported to the SEWPCP for treatment.

Although the average number of direct discharges, as well as the level of treatment provided when they occur, is in compliance with current federal and state regulations governing combined sewer systems, the San Francisco Public Utilities Commission (SFPUC) expects these regulations may tighten in the future. In an effort to comply with these anticipated requirements, the SFPUC is considering the adoption of new stormwater control regulations designed to reduce the amount of runoff sent to the sewer system. As now proposed by the SFPUC, all new or development projects that disturb an area of at least 5,000 square feet would be required to permanently *retain* more of the rain that falls on the site, typically by enhancing infiltration opportunities, and temporarily *detain* a large percentage of the remaining runoff, at least until the peak of the storm has passed. These regulations would apply to much of the anticipated development facilitated by the proposed redevelopment program, particularly in the Concept Plan subarea.[1] (Please refer to chapter 12, Hydrology and Water Quality, of this EIR, for further discussion of these potential stormwater related changes in SFPUC policy.)

(b) Existing Project Area Conditions. Zone 1 of the Project Area does not currently contribute significant quantities of wastewater to the City's sewer system, since, even if the existing vehicle storage/material transfer operations located in the southeast corner of the property have connected restroom facilities, only a few employees work in this underutilized subarea.

It is estimated that the existing land uses in the remainder of the Project Area generate the following average dry weather wastewater flows:

Category of Use	Units or Square Feet	Generation Rate[2]	Wastewater Flow (gpd)
Residential (assumed all single family)	178	131 gpd/unit	23,318
Retail	86,933	135 gpd/1,000 s.f.	11,736
Production/distribution/repair	79,352	135 gpd/1,000 s.f.	10,713
Cultural/institutional/education	17,300	135 gpd/1,000 s.f.	2,336
Office/professional space	13,849	95 gpd/1,000 s.f.	1,316
Medical	2,140	135 gpd/1,000 s.f.	289
Total Wastewater Flow			49,708

[1]Wastewater generation rates are estimated at 90 percent of water demand, as presented in section 15.1 (Water Service) of this EIR. The office/professional water demand of 95 gpd/1,000 s.f. is from the Bayview Hunters Point Redevelopment Projects and Rezoning Draft EIR, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, p. III. O-25.

[2]Arleen Navarret, Manager, SFPUC Wastewater Planning and Regulatory Compliance Division; written communication, November 14, 2007.

As previously noted, because the sewer system is designed to carry both wastewater and stormwater runoff, the system has more than enough capacity to carry these average dry weather wastewater flows.

15.2.2 Regulatory Framework

(a) San Francisco General Plan. The adopted San Francisco General Plan *Environmental Protection Element* (Utilities--Wastewater Section) contains the following policy pertaining to wastewater service in the Project Area:

- *Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.* (Policy 3.3)

(b) State Requirements. Recycled or reclaimed wastewater that is to be used for landscape irrigation, agricultural irrigation, or any other purposes must conform to the applicable requirements of Title 22 of the California Code of Regulations, subject to the approval of the California Department of Health Services (CDHS). At this time, San Francisco uses a relatively small proportion of its treated effluent for primarily construction-related purposes (e.g., dust control, fill compaction, street washing). New individual development projects, however, are required to install separate recycled water lines for landscape irrigation for when it becomes available.

Wastewater treatment plants that serve more than ten connections fall under the jurisdiction of the State Water Resources Control Board (SWRCB). The SWRCB's nine regional boards are charged with protecting ground and surface water quality within their respective regions, so any activities that entail the disposal of significant quantities of wastewater must be reviewed and approved by the regional board to ensure they will not result in adverse environmental effects. The San Francisco Bay Regional Water Quality Control Board (RWQCB) is the principal permitting authority for San Francisco's wastewater treatment plants, which it regulates through the issuance of Waste Discharge Requirements that are periodically reviewed and updated as needed to address changes in a plant's treatment environment.

The City's current National Pollution Discharge Elimination System (NPDES) permit (see [c] below) for the SEWPCP and all its Bayside collection facilities was issued in 2002 by the RWQCB. The permit lists the discharge prohibitions, dry weather effluent limitations, wet weather effluent performance criteria, receiving water limitations, sludge management practices, and monitoring and reporting requirements which govern all aspects of the system's operation. Because this is a combined system with the potential for direct wastewater discharges, San Francisco is also regulated under the provisions of the Federal Clean Water Act's Combined Sewer Overflow Control Policy. This policy was designed to minimize the adverse impacts associated with direct discharges, primarily by requiring permitees to maximize the use of in-line storage, implement pre-treatment programs to remove potentially harmful industrial pollutants from the waste stream, ensure direct discharges receive at least primary treatment, take actions to protect public health in the event of a direct discharge, and, in San Francisco's case, limit direct discharges to an average of no more than ten events per year. At this time, the SEWPCP and the Bayside collection system are in compliance with these regulations, although, as previously noted, the City is developing new policies designed to further reduce the frequency and severity of direct discharges from the combined sewer system.

(c) Federal Requirements. The Federal Clean Water Act, administered by the EPA, provides a framework for the development and implementation of waste treatment management plans

and practices by requiring that wastes be treated using the best practicable technology prior to discharge into either surface or groundwaters, so as to protect water quality and prevent other environmental pollution.

The Water Permits Division (WPD) within the United States Environmental Protection Agency (EPA) Office of Wastewater Management leads and manages the National Pollutant Discharge Elimination System (NPDES) permit program, which oversees stormwater management, discharge of treated wastewater to surface waters, and sanitary sewer overflows. Any unauthorized direct discharges of treated or untreated effluent are subject to NPDES jurisdiction. As noted in subsection (b) above, combined sewer and storm drain systems are subject to a set of specific regulations under the Federal Clean Water Act.

15.2.3 Significance Criteria

Based on the CEQA Guidelines, the Project (redevelopment program) would create a significant impact on wastewater service if it would:[1]

(1) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board;

(2) Require or result in the construction of new wastewater facilities or expansion of existing facilities, the construction of which could cause significant environmental impacts; or

(3) Result in a determination by the wastewater treatment provider which serves or may serve the Project that it does not have adequate capacity to serve the Project's projected demand in addition to the provider's existing commitments.

15.2.4 Impacts and Mitigation Measures

Increased Wastewater Flows. The SFPUC typically estimates that 90 percent of total domestic water use in San Francisco ends up as wastewater. Section 15.1 (Water Service) of this EIR estimated the anticipated maximum Project Area development increment facilitated by the Project would increase water demand by up to approximately 179,111 gallons per day (gpd) over existing levels of use. If 90 percent of this becomes wastewater, average daily flows to the SEWPCP would increase by 161,200 gpd, or 0.25 percent of the treatment plant's current 63 mgd dry weather flow. The plant has a rated dry weather capacity of 85 mgd,[2] so this increase would represent 0.7 percent of its currently available *excess* capacity. As a result, it can be concluded the impact of this Project-related increase in wastewater flows at the SEWPCP would be ***less-than-significant*** and would not affect the treatment plant's ability to comply with all applicable RWQCB dry weather discharge requirements (see criteria 1 and 3 in subsection 15.2.3, "Significance Criteria," above).

As described in subsection 15.2.1 (Setting), the collection and conveyance system that transports wastewater to the SEWPCP has been designed to accommodate stormwater plus wastewater flows, so its capacity far exceeds that required for wastewater alone. As a result, the impact of redevelopment program-related increased dry weather wastewater flows on this system would be ***less-than-significant*** (see criterion 2 in subsection 15.2.3, "Significance

[1] CEQA Guidelines, Appendix G, items XVI(a, b, and e).

[2] SFPUC Southwest Water Pollution Control Plant Brochure, undated.

Criteria," above). (Please refer to Hydrology and Water Quality, chapter 12 of this EIR, for an evaluation of the Project's impact on wet weather flows in the collection and conveyance system and at the SEWPCP.)

Mitigation. No significant impact associated with wastewater service has been identified; no mitigation is required.

15.3 SOLID WASTE DISPOSAL/RECYCLING

15.3.1 Setting

(a) Existing Solid Waste Collection and Disposal Services to the Project Area. SF Recycling & Disposal Inc., a subsidiary of Norcal Waste Systems Inc., manages solid waste collection, recycling, and disposal services to the Project Area. Residential and commercial solid waste is collected by Sunset Scavenger Company and delivered to the San Francisco Solid Waste Transfer and Recycling Center (both subsidiaries of Norcal), which is located directly across Tunnel Avenue from the southeastern Project Area boundary. After the solid waste is sorted and recycled (i.e., diverted), the waste that is not diverted is transferred to the Altamont Landfill at Altamont Pass Road in Livermore, approximately 60 miles from San Francisco. The estimated remaining capacity of the landfill is approximately 124.4 million cubic yards,[1] and its current permit to operate extends to January 1, 2025.[2]

(b) Recycling and Waste Diversion. The City and County of San Francisco Department of the Environment (SF Environment) works with residents and businesses to promote waste reduction, reuse, and recycling throughout the City in order to conserve valuable resources and reduce the amount of material that is sent to the landfill. SF Environment responsibilities include maximizing waste prevention, meeting a state-mandated requirement to divert 50 percent of disposed materials from landfills (see upcoming "Regulatory Framework") and matching Alameda County's diversion rate, which is required as part of the agreement with Altamont Landfill & Resource Recovery, which operates the Altamont Landfill.[3]

Sunset Scavenger Company operates the recycling program for the Project Area. The curbside residential recycling program includes separate carts for recyclables (e.g., bottles, cans, paper), organics (e.g., food scraps, yard trimmings), construction and demolition debris, and garbage. Sunset Scavenger operates a similar, larger-scale program for businesses, including larger carts for recycling bottles/cans, cardboard, commingled recycling (paper, bottles, cans), organics, mixed paper, construction and demolition debris, and garbage. San Francisco currently diverts 69 percent of the solid waste it discards, thereby meeting the current state-mandated 50 percent requirement and almost meeting the 2010 requirement of 75 percent.[4]

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[1]Brad Drda, Environmental Manager, SF Recycling and Disposal Inc.; written communication, July 12, 2007.

[2]California Integrated Waste Management Board (CIWMB) website, www.ciwmb.ca.gov/SWIS ("Facility/Site Summary Details"), accessed November 28, 2007.

[3]SF Environment website, www.sfenvironment.com, accessed November 27, 2007; and Bayview Hunters Point Redevelopment Projects and Rezoning Draft EIR, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, p. III.O-13.

[4]SF Environment website, accessed November 27, 2007.

The San Francisco Waste Generation Study (May 2005) reported the total amount of various wastes collected in the different carts described above. Based on the Waste Generation Study, the average annual waste generation per San Francisco resident is as follows:[1]

- 1,146 pounds of garbage,
- 380 pounds of recyclables,
- 354 pounds of construction and demolition debris, and
- 200 pounds of organics.

15.3.2 Regulatory Framework

(a) San Francisco General Plan. The adopted San Francisco General Plan *Community Facilities Element* (Solid Waste Facilities Section) contains the following objective and policy relevant to solid waste disposal/recycling in the Project Area:

- *Locate solid waste facilities in a manner that will enhance the effective and efficient treatment of solid waste.* (Objective 11)

- *Provide facilities for treatment of solid waste and locate such facilities as shown on the Wastewater and Solid Waste Facilities Plan.* (Policy 11.1)

(b) San Francisco Ordinance No. 27-06. Ordinance No. 27-06, which took effect on July 1, 2006, created Chapter 14 of the Environment Code entitled "Construction and Demolition Debris Recovery Ordinance," associated Chapter 13B of the Building Code entitled "Construction and Demolition Debris Recovery Program," and associated Sections 288 and 288.1 of the Health Code. Chapter 14 requires, in part, that an applicant "conducting full demolition of an existing structure must submit a waste diversion plan to the Director [of the Department of the Environment] which provides for a minimum of 65% diversion from landfill of construction and demolition debris....The plan must be submitted at the time the applicant applies for a demolition permit from the Department of Building Inspection and must include the following information: a list of all material types and volumes anticipated from the demolition; the market or destination for each material; the estimated recovery rate (diversion from landfill) by material or market; and the anticipated transporter for each material" (Chapter 14, Section 1402[b]). Chapter 13B and Sections 288 and 288.1 describe more detailed requirements.

(c) California Integrated Waste Management Act. The California Integrated Waste Management Act of 1989 required cities to divert 25 percent of their solid waste from landfills by 1995, and 50 percent by the year 2000. As noted above, San Francisco is already diverting 69 percent of its solid waste, thereby meeting the current state-mandated 50 percent requirement and almost meeting the 2010 requirement of 75 percent. Through Resolution No. 679-02, the San Francisco Board of Supervisors adopted a goal of zero waste by the year 2020.

15.3.3 Significance Criteria

Based on the CEQA Guidelines, the Project (redevelopment program) would create a significant environmental impact related to solid waste services if its implementation would:[2]

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[1] Drda.

[2] CEQA Guidelines, Appendix G, items XIII(a), XVI(f and g), and IX(b).

(1) Result in a need for new or physically altered facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for solid waste service;

(2) Be served by a landfill with insufficient permitted capacity to accommodate Project-related solid waste disposal needs; or

(3) Fail to comply with federal, state, and local statutes and regulations related to solid waste.

15.3.4 Impacts and Mitigation Measures

Impacts on Solid Waste/Recycling Facilities. The redevelopment program would facilitate a 2008-2025 growth increment of up to approximately 5,896 new residents in the Project Area. Using the same generation factors identified for existing waste generation (see 15.3.1[b], "Recycling and Waste Diversion," above), the redevelopment program-facilitated population growth increment is expected to generate the following approximate solid waste totals annually:

- 3,381 tons of garbage,
- 1,121 tons of recyclables,
- 1,044 tons of construction and demolition debris, and
- 590 tons of organics.

In total, the redevelopment program-facilitated population growth increment would generate up to an estimated 6,136 tons of solid waste per year, which would represent an approximately 0.7-percent increase in the solid waste stream of San Francisco. SF Recycling & Disposal Inc., as the overall manager of solid waste collection, recycling, and disposal services in the Project Area, has concluded that the designated solid waste collector, Sunset Scavenger Company, can readily accommodate the additional solid waste generated by the Project, with no need for new or physically altered facilities (e.g., expansion of the transfer and recycling center).[1]

The Altamont Landfill's current permit extends to the year 2025, and under its agreement with Altamont Landfill & Resource Recovery, the City can continue to use the landfill as long as the City continues to meet or exceed Alameda County's diversion rate. Alameda County (15 jurisdictions) has an overall average diversion rate of 49 percent (2005 preliminary data, most recent available),[2] while San Francisco's current diversion rate is 69 percent.

The redevelopment program is not expected to generate an inordinate amount of solid waste for its size either during program-facilitated demolition/construction activities or long-term "operation," and would be served by solid waste disposal/recycling facilities with sufficient capacities to accommodate Project-related demolition/construction debris and long-term annual solid waste disposal/recycling needs at buildout. The Project's effect on solid waste disposal/recycling facilities would therefore represent a ***less-than-significant impact*** (see criteria 1 and 2 in subsection 15.3.3, "Significance Criteria," above).

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[1] Drda.

[2] CIWMB website, www.ciwmb.ca.gov/LGTools ("Countywide, Regionwide, and Statewide Jurisdiction Diversion Progress Report"), accessed November 28, 2007.

Impact 15-1: Solid Waste Diversion Impacts. Due to the proposed mid-rise design of many of the Redevelopment Zone 1 buildings and possibly some of the west-side Bayshore Boulevard buildings (e.g., see figures in chapter 3 of this EIR), the Project has the potential to conflict with state-mandated requirements for 50 percent solid waste diversion if residents/tenants find the locations of recycling carts to be too distant or inconvenient. Site and conceptual design plans at this time do not provide enough detail to determine if adequate provisions for recycling will be included in the designs of future buildings associated with the Project-facilitated growth increment. If adequate recycling provisions are not specifically required, the Project could conflict with state-mandated waste diversion requirements, representing a ***potentially significant impact*** (see criterion 3 in subsection 15.3.3, "Significance Criteria," above).

Mitigation 15-1. Final architectural designs for individual developments permitted in the Project Area shall indicate adequate space in buildings to accommodate three-bin recycling containers. Space designated for recyclables (blue bins) and organics (green bins) shall be larger than the space provided for garbage (black bins). If waste chutes are provided, there shall be three waste chutes, one each for recyclables, organics, and garbage; an automated system that effectively accommodates three waste streams in a single chute would be acceptable. The City shall ensure that these provisions are included in Project-facilitated building construction prior to issuance of a Certificate of Occupancy. Implementation of this measure would reduce the impact to a ***less-than-significant level.***

Design for Development Acceptance into LEED-Neighborhood Developments Pilot Program. As described in section 3.9.5 (Design for Development "Green" Strategies) herein, the proposed 2002 Schlage Lock Concept Plan, and the associated 2008 Design for Development-based development control program which incorporates and builds upon the 2002 Concept Plan), have been accepted into the LEED-Neighborhood Developments (LEED-ND) Pilot Program, which is an inter-agency "green building" effort administered locally by SF Environment (the City's Department of the Environment). The LEED-ND Pilot Program has also been adopted by the Redevelopment Agency, Planning Department, Public Utilities Commission, and Municipal Transportation Agency (MUNI), as well as Pacific Gas & Electric and other entities.

LEED ("Leadership in Energy and Environmental Design") is a certification program established by the United State Green Building Energy Council (USGBEC) that has become the nationally accepted benchmark system for the design, construction, and operation of "green" buildings. LEED promotes a whole-systems approach to sustainability by recognizing performance in five key areas: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality. The following LEED-ND Pilot Program information has been provided by SF Environment for this EIR.[1]

[1]Rich Chien, Residential Green Building Coordinator, SF Environment; written communication, July 26, 2007.

The goal of the LEED-ND Pilot Program is to ensure that the LEED rating system is used as a practical application and effective tool for introducing smart growth, new urbanist, and green building practices to local planners and developers. The LEED certification scoring targets range from 40 points ("Certified") to 106 points ("Platinum"). Based on a preliminary LEED-ND (Neighborhood Developments) analysis, the Redevelopment Zone 1 development program as described in the 2002 Concept Plan and 2008 Design for Development (which incorporates and expands upon the 2002 Concept Plan) would score approximately 58 points (out of a possible 106), achieving a high LEED Silver "pre-review" certification. If the currently proposed sustainability strategies for Zone 1 are implemented, and associated green building standards and energy efficient systems are substantially deployed in the future Zone 1 built environment, there is a high likelihood that the future Zone 1 built environment could achieve LEED Gold or Platinum certifications (the highest levels).

Although quantifiable savings in water, energy, and other environmental factors (such as greenhouse gas emissions--see EIR chapter 9, Air Quality) are not available at this preliminary stage for the Zone 1 development program, the program's acceptance and participation in the LEED-Neighborhood Developments Pilot Program is considered to represent a ***potential beneficial effect*** of the Project.

15.4 GAS AND ELECTRICITY

15.4.1 Setting

(a) Gas and Electricity Providers. The Pacific Gas and Electric Company (PG&E), which is headquartered in San Francisco, provides gas and electrical services to private residential and commercial customers in San Francisco. PG&E provides gas and electric services to approximately thirteen million people throughout its 70,000-square-mile service area in Northern and Central California. The utility delivers gas to its customers through an estimated 45,000 miles of gas pipelines. Electricity is produced at numerous locations around the state, including coal, gas, nuclear, hydroelectric, and geyser plants. PG&E delivers electricity to its customers through an estimated 136,500 miles of transmission lines that span the service area.[1]

Hetch Hetchy Water and Power supplies electricity to the City and County of San Francisco to power city street lights and to run municipal offices and services, including Muni and the San Francisco International Airport. San Francisco operates three power plants in the Sierra Nevada that are capable of producing over 400 megawatts (MW) of electricity. Under the terms of the *Raker Act,* which permitted the Hetch Hetchy system, the City must sell any power that is surplus to meeting its municipal needs to the Modesto and Turlock Irrigation Districts (and once the needs of these districts are met, to other public power agencies) at cost. San Francisco is prohibited from selling Hetch Hetchy generated power to any investor-owned utility.[2]

San Francisco's current peak energy demand of approximately 900 MW is expected to increase to almost 1,100 MW by the year 2012. Demand is met by a combination of generation and transmission. There were recently two power plants located within the City and County of San Francisco--the Potrero Power Plant and the Hunters Point Power Plant--that met some of the local need for electricity. These plants generated 570 MW, but through a settlement agreement

[1] http://www.cpuc.ca.gov/Environment/info/aspen/jefferson_martin/feir.htm.

[2] The Electricity Resource Plan: Choosing San Francisco's Energy Future, December 2002.

between San Francisco and PG&E, the Hunters Point Power Plant (which used to produce 213 MW) was closed in May 2006. San Francisco is proposing to install several mid-size gas turbine generators, promote energy efficiency, and install alternative energy projects in the near future to help meet energy demand, but to meet peak demand, electricity will have to continue to be imported through transmission lines that connect through PG&E's Martin Service Center in Daly City to the rest of PG&E's power grid.[1]

PG&E imports electricity through the Martin Service Center to meet demand in San Francisco. The imported electricity is delivered from the Martin Service Center to PG&E substations located around the city, and from there it is delivered to individual homes and businesses in San Francisco. In August 2004, the California Public Utility Commission approved PG&E's proposal to construct a new 27-mile 230 kilovolt (kV) transmission line from the Jefferson Service Center in San Mateo County to the Martin Service Center to improve capacity and reliability of the electricity supply in San Francisco and on the Peninsula. With the approval of this project, which broke ground in 2005, San Francisco's electricity requirements will be met for the foreseeable future.[2]

(b) Other Utilities. A number of private companies provide telephone, internet access, and cable TV services to residents of San Francisco, including residents of the Project Area. Most of these utility and service lines are buried beneath City streets, which are maintained by the San Francisco Department of Public Works (DPW). Any service company wishing to excavate in the public right of way is required to obtain an excavation permit from DPW. DPW publishes rules regarding who can dig where, when and how, and requires restoration of the public right of way upon completion of work. Most excavation in City streets is done by utilities, both private (such as PG&E, Pacific Bell, and TCI) and public (such as San Francisco PUC and DPW).[3]

15.4.2 Regulatory Framework

(a) California Energy Plans and Policies. New and remodeled buildings in California are regulated by the Energy Efficiency Standards for Residential and Non-Residential Buildings, Title 24, Part 6 of the California Code of Regulations. These standards, which apply to new construction of both residential and non-residential buildings, regulate the use of energy for heating, cooling, ventilation, water heating, and lighting. New buildings must also comply with the requirements of the Uniform Building Code which requires specific energy saving measures such as insulation, window glazing, weather sealing, choice of building materials, and water- and energy-conserving plumbing fixtures.

The California Energy Resources Conservation and Development Commission is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the state. These facilities could supply additional energy to the power supply grid within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy efficiency.

(b) San Francisco Energy Plans and Policies. The *Environmental Protection Element* of the San Francisco General Plan contains the City's objectives and policies for energy management.

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[1] http://temp.sfgov.org/sfenvironment//aboutus/energy/policy.htm.

[2] http://www.cpuc.ca.gov/PUBLISHED/FINAL_DECISION/31992.htm.

[3] http://209.77.149.9/sfdpw/sccc/utltprmt.htm.

The *Environmental Protection Element* has the following goals for energy efficiency: (1) to increase the efficiency of local energy use; (2) to diversify the present balance of resource supplies to meet local energy needs; (3) to foster the economic development of energy management services and renewable energy systems; and (4) to encourage the active participation of members of the community in carrying out this program. The *South Bayshore Area Plan* of the General Plan focuses on energy management within the Project Area. Relevant policies are listed below.

- *Promote the South Bayshore as an area for implementing energy conservation and alternative energy supply initiative.* (Policy 17.1)
- *Strengthen linkages between district energy planning efforts and overall community development goals and objectives.* (Policy 17.2)
- *Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.* (Policy 18.1)
- *Enhance the energy efficiency of housing in South Bayshore.* (Policy 18.2)
- *Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of business.* (Policy 18.3)
- *Encourage energy conservation and resource management in community facilities and operations in South Bayshore.* (Policy 18.4)

15.4.3 Significance Criteria

For the purposes of this EIR, the Project would be considered to have a significant effect on gas and electricity if it would:

(1) Result in an insufficient or wasteful consumption of local and regional energy supplies or require significant additional energy capacity for the area or region;

(2) Create a strain on peak- and base-period demands for electricity and other forms of energy; or

(3) Not comply with existing energy standards.

15.4.4 Impacts and Mitigation Measures

Project Energy Demand. Future development expected to occur under the proposed redevelopment program would include re-use and rehabilitation of existing buildings as well as the construction of new structures. Individual project-specific development in the Project Area would be required to meet current state and local codes concerning energy consumption, including Title 24 Energy Conservation Standards of the California Code of Regulations. The San Francisco Department of Building Inspection would enforce compliance with Title 24 through the building permit review process. As a result, development resulting from Project implementation would adequately conserve energy and would not result in a significant environmental impact on energy resources.

The California Energy Commission is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the state. These facilities could supply additional energy to the power supply grid within the next few years. Project-generated electricity demand would be minimal in the context of overall demand within San Francisco and the state, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed Project would not result in a significant physical environmental effect.

The Hetch Hetchy system is expected to continue producing more than enough power to meet San Francisco's municipal needs, with surplus power continuing to be sold at cost to the Modesto and Turlock Irrigation Districts. Both San Francisco and PG&E are involved in preparing annual projections of electricity demand in San Francisco and in planning to meet future demand and increase grid reliability. As noted above, the City and County of San Francisco is developing local alternative energy supply projects and installing conventional mid-size gas turbines that will enhance local power generation capability and make the city less dependent on imported power to meet peak demand. These changes, in combination with the construction of PG&E's recently approved Jefferson-Martin transmission line, would ensure that there would be sufficient power to meet demand in San Francisco with implementation of the proposed redevelopment program. As a result, the environmental impacts associated with Project gas and electricity demand would be ***less-than-significant*** (see criteria 1 through 3 in subsection 15.4.3, "Significant Criteria," above).

Mitigation. No significant impact associated with gas and electricity has been identified; no mitigation is required.

16. CEQA-REQUIRED ASSESSMENT CONCLUSIONS

This chapter summarizes the EIR findings in terms of the various assessment categories suggested by the California Environmental Quality Act (CEQA), section 21100. The findings of this EIR are summarized below in terms of redevelopment program-related "growth inducement," "unavoidable significant adverse impacts," "irreversible environmental changes," "cumulative impacts," and "effects found not to be significant."

16.1 GROWTH-INDUCING IMPACTS

Section 21100(b)(5) of CEQA requires that an EIR include information regarding the growth-inducing impacts of the proposed project. CEQA Guidelines section 15126.2(d) states that the discussion should include the *"...ways in which the proposed project could foster economic or population growth, or the construction of additional housing either directly or indirectly, in the surrounding environment."*

16.1.1 Internal Growth-Inducement

Project Area growth inducement and increased economic activity and investment are intended impacts (i.e., goals) of the proposed Visitacion Valley redevelopment program. If Project objectives as described in sections 3.4 (Project Objectives) and 3.6 (Proposed Redevelopment Plan) of this EIR are successfully achieved, a program of long-term revitalization activities is expected to occur, including an increased intensity of residential, neighborhood-serving retail, and cultural/institutional/educational development in the Project Area.

It is also assumed that, as required by law, future Project-facilitated development would take place within the framework of the San Francisco General Plan and Planning Code, as amended--i.e., as illustrated on Figures 3.9 and 3.10 in chapter 3 (Project Description) of this EIR. The Project would be expected to facilitate an increased rate of residential, neighborhood-serving retail, and cultural/institutional/educational development in the Project Area consistent with these illustrated General Plan and zoning designations.

The proposed changes in development controls--including the proposed General Plan amendments, associated Planning Code changes, and Design for Development provisions--would change anticipated buildout characteristics of the Project Area. The estimated net increase in Project Area development between now and the year 2025--the "Project-facilitated growth increment"--is summarized in Table 16.1.[1]

[1]Please note that the year 2025 development scenario that has been used in this EIR for "worst-case" environmental impact assessment may be different from the development estimates on which the fiscal analysis in the Preliminary Report for the Redevelopment Plan are based. The Preliminary Report fiscal analysis assumes a smaller, more fiscally conservative growth scenario than does this EIR so that estimated revenues are conservative rather than overstated (i.e., a "worst-case" economic scenario with a smaller rate of revitalization and growth, and corresponding slower rate of tax increment growth).

Table 16.1
VISITACION VALLEY PROJECT AREA GROWTH PROJECTIONS WITH PROJECT

	Redevelopment Zone 1	Redevelopment Zone 2	**Totals**
Residential (units)			
Existing	3	173	176
New (net growth)	1,250	335	**1,585**
Total	1,253	508	1,761
Retail Commercial (sq. ft.)			
Existing	0	86,933	86,933
New (net growth)	105,000	26,500	**131,500**
Total	105,000	113,433	218,433
Other Commercial (sq. ft.)[1]			
Existing	5,500	95,341	100,841
New (net growth)[2]	(5,500)	(33,877)	**(39,377)**
Total	--	61,464	61,464
Cultural/Institutional/ Educational[3]			
Existing	0	17,300	17,300
New (net growth)	15,000	10,000	**25,000**
Total	15,000	27,300	42,300

SOURCE: Redevelopment Agency and Planning Department; October 2006.

[1] "Other Commercial" includes medical/dental office facilities; offices; and production, distribution, and repair uses (including auto-related).

[2] Projected reduction in "Other Commercial" floor area total reflects Project intent to facilitate a transition in Project Area commercial use from general commercial to neighborhood-serving retail.

[3] "Cultural/Institutional/Educational" includes community centers and libraries.

Based on the general assumptions described in subsections 3.11 (Project-Facilitated Growth Assumptions) in chapter 3 (Project Description), and consideration of existing land use characteristics and potential, the projections of Project-facilitated growth in the Project Area in Table 16.1 have been developed by Redevelopment Agency and Planning Department staff. The projections are intended to reflect the assumption that the redevelopment program will be highly successful in stimulating, directly and indirectly, the development of a substantially greater amount of additional residential, neighborhood-serving retail, and cultural/institutional/educational development than a future without-project scenario.

As shown in Table 16.1, it is estimated that the proposed combination of Redevelopment Plan activities, Design for Development provisions, and General Plan amendment/Planning Code changes in the Project Area would facilitate a net housing increase of up to approximately 1,600 new units, a net retail commercial increase of up to approximately 132,000 square feet, a net decrease in office and production/distribution/repair uses of up to approximately 39,000 square feet, and a net increase in cultural/institutional/educational uses (community centers and library) of up to approximately 25,000 square feet.

16.1.2 External Growth-Inducement

The primary growth-inducing impacts of the Project would be confined within the boundaries of the Project Area. To a lesser degree, secondary growth-inducing impacts (the "multiplier" effect) could also be expected in portions of the City and immediate area outside the Project Area boundary. In particular, Project-induced increases in the local residential population could be expected to have a "multiplier" effect, increasing community-supporting commercial and other activities in the surrounding area. In addition, Project-facilitated infrastructure improvements and the land use intensification that would be facilitated within the Project Area might induce additional pressure to intensify use of adjacent underused lands in the City of Brisbane's Baylands area.

Such secondary growth-inducing land use impacts outside the Project Area would occur primarily in the form of future individual development and business activity proposals and associated applications. Most of this primary and secondary growth inducement would be expected to occur in a manner consistent with existing General Plan and zoning controls and, where applicable, would also be subject to project-specific environmental impact documentation and public review under CEQA to ensure that any associated significant adverse environmental impacts are adequately addressed. These standard procedures and requirements would be expected to reduce such secondary growth-inducement impacts of the Project to less-than-significant levels, unless specific statements of overriding consideration were adopted consistent with CEQA.

16.2 UNAVOIDABLE SIGNIFICANT ADVERSE IMPACTS

CEQA Guidelines section 15126.2(b) requires that the EIR discuss "significant environmental effects which cannot be avoided if the proposed project is implemented." Significant unavoidable impacts are those that would not be reduced to less-than-significant levels by the mitigation measures recommended in the EIR.

Mitigation measures have been identified in this EIR sufficient to reduce identified significant and potentially significant effects associated with the proposed redevelopment program to less-than-significant levels, with the exception of the following significant impacts which have been identified as unavoidable:

- ***Impact 8-1: Existing Plus Project Impacts on Intersection Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-2: Existing Plus Project Impacts on U.S. 101 Freeway Segment Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-3: Project Queuing Impacts at Redevelopment Zone 1 Access Points*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-4: 2025 Cumulative Impacts on Intersection Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-5: 2025 Cumulative Impacts on U.S. 101 Freeway Segment Operation*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-7: 2025 Cumulative Impacts on Intersection Operation with Planned Regional Roadway Improvements*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-8: 2025 Cumulative Impacts on U.S. 101 Freeway Segment Operation with Planned Regional Roadway Improvements*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 8-9: Project Impacts on Transit Service*** (see chapter 8--Transportation and Circulation--of this EIR);
- ***Impact 9-2: Long-Term Regional Emissions Impacts*** (see chapter 9--Air Quality--of this EIR); and
- ***Impact 10-1: Destruction or Degradation of Historical Resources*** (see chapter 10--Cultural and Historical Resources--of this EIR).;

16.3 IRREVERSIBLE ENVIRONMENTAL CHANGES

CEQA Guidelines section 15126.2(c) requires that an EIR also discuss "significant irreversible environmental changes which would be caused by the proposed project should it be implemented." As indicated in section 16.1 above, the proposed Visitacion Valley redevelopment program would consist of a series of actions and improvements that would foster desired land use intensification in the Project Area. Due to the scale of the proposed Project and the commitment of resources involved in its implementation, the various physical effects of the Project identified in this EIR would be considered "irreversible environmental changes." The future removal of Project-facilitated land use and infrastructure changes, and associated impact reversals, would be highly unlikely, and therefore the various anticipated Project-facilitated physical changes can be considered "irreversible."

Implementation of the proposed redevelopment program would result in an irreversible commitment of energy resources, primarily in the form of fossil fuels, including fuel oil, natural gas, and gasoline or diesel fuel for construction equipment and automobiles during demolition, construction, and ongoing use of the development and redevelopment sites. Because residential, commercial, and cultural/institutional/educational development facilitated by the Project would be required by law to comply with California Code of Regulations Title 24, it would not be expected to use energy in a wasteful, inefficient, or unnecessary manner. In addition, the proposed Redevelopment Zone 1 development program has been accepted into the LEED-Neighborhood Developments Pilot Program (see EIR chapter 3, Project Description).

The consumption or destruction of other non-renewable or slowly renewable resources would also result during construction, occupancy, and use of individual development sites under the redevelopment program. These resources would include, but would not be limited to, lumber, concrete, sand, gravel, asphalt, masonry, metals, and water. Development under the redevelopment program would also irreversibly use water and solid waste landfill resources. However, development under the redevelopment program would not involve a large commitment of those resources relative to supply, nor would it consume any of those resources wastefully, inefficiently, or unnecessarily, especially considering the City and County of San Francisco's extensive green building standards (e.g., resulting from the Mayor's Task Force on Green Buildings).

Although Project development (especially in Redevelopment Zone 1) would be subject to a comprehensive array of green building standards, development under the redevelopment program would contribute both directly and indirectly to long-term increases in greenhouse gas emissions, albeit to a lesser extent than if the same growth and development were to occur outside of the central city and away from transit services, including the Muni Third Street Light Rail system and Caltrain Bayshore multi-modal transit station (see "Greenhouse Gases Impacts" in chapter 9, Air Quality, herein).

16.4 CUMULATIVE IMPACTS

Section 15130(a) of the CEQA Guidelines requires that the EIR "discuss cumulative impacts of a project when the project's incremental effect is cumulatively considerable...." The CEQA Guidelines (section 15355) define "cumulative impacts" as "...two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts." Accordingly, various environmental topic chapters of this EIR include discussions of potential cumulative impacts of the Project when its incremental effect under the topic is cumulatively considerable.

The CEQA Guidelines (section 15130) authorize the Lead Agency to limit this cumulative analysis of probable future projects to those which are planned or which have had an application made at the time the NOP is released for review (CEQA Guidelines section 15130(b)(1)(B)). Accordingly, Table 5.1 in chapter 5 (Land Use) of this EIR lists recently approved and pending substantive development projects in the southeast area of the City as of the NOP release date for this EIR (August 2007), and corresponding Figure 5.1 in chapter 5 shows the location of those projects. As shown in Table 5.1, the majority of this anticipated cumulative retail/commercial, office/research and development, hotel and extended-stay, and other non-residential development in the area is located outside the City in the adjacent City of

Brisbane "Baylands" Specific Plan area. An environmental impact report (EIR) is currently being prepared by the City of Brisbane for the proposed Specific Plan.

In addition to the anticipated local development listed in Table 5.1, other future cumulative development is anticipated throughout the City under the provisions of the City's adopted General Plan. Development is also anticipated over time in the neighboring Peninsula communities of Colma and Daly City.

The cumulative effects of anticipated redevelopment program-facilitated growth and the anticipated surrounding development scenario on land use, population and housing, visual factors, transportation and circulation, air quality, cultural and historical resources, hazards and hazardous materials, hydrology and water quality, noise, public services, and utilities and public services have been fully considered and are discussed as warranted in chapters 5 through 15 of this EIR.

16.5 EFFECTS FOUND NOT TO BE SIGNIFICANT

The San Francisco Redevelopment Agency and the Planning Department of the City and County of San Francisco in their preparation of an Initial Study Checklist for the proposed Visitacion Valley redevelopment program determined that a number of specific categories of environmental effect would not occur, would be insignificant, or would be adequately addressed through subsequent City development review procedures with no need for further environmental assessment in this program EIR. These environmental effects (i.e., on agricultural resources, biological resources, geology and soils, and mineral resources) are identified in appendix 20.1 of this EIR, which contains the Initial Study checklist and narrative.

17. ALTERNATIVES TO THE PROPOSED PROJECT

The potential environmental consequences of the proposed Visitacion Valley redevelopment program ("the Project") have been analyzed in detail in this EIR. To provide a basis for further understanding of the environmental effects of the proposed Project and possible approaches to reducing identified significant impacts, section 15126.6 of the CEQA Guidelines (Consideration and Discussion of Alternatives to the Proposed Project) requires an EIR to also "...describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project, but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives." Section 15126.6(b) of the CEQA Guidelines states that, because the EIR must identify ways to mitigate or avoid significant effects of the proposed project on the environment, "[T]he discussion of alternatives shall focus on alternatives to the project or its location which are capable of avoiding or substantially lessening any significant effects of the project, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly."

CEQA Guidelines section 15126.6(d) indicates that the EIR comparison of the impacts of the identified alternatives is intended to be less detailed than the discussion of the impacts of the proposed project.[1] Following that guideline, the discussions in this chapter of the comparative impacts of the six additional identified alternatives are intentionally less detailed than the discussions in EIR chapters 5 through 15 of the significant effects of the proposed Project.

Pursuant to CEQA Guidelines section 15126.6, this EIR chapter compares six identified alternatives to the proposed Project. The six identified alternatives are:

- **Alternative 1: No Project--Expected Growth Without the Project.** This alternative is based on San Francisco Planning Department projections of anticipated net new development in the Project Area *without implementation of the proposed redevelopment program.*[2] Under this alternative, no Redevelopment Plan, Design for Development or associated General Plan amendments or Planning Code changes described in EIR chapter 3 (Project Description) would be adopted. Compared to the proposed Project, this alternative is projected to result in approximately 1,577 fewer net residential units, 130,300 fewer net square feet of retail space, 17,000 fewer net square feet of cultural space, and 45,280 *more* net square feet of other commercial space.

[1]CEQA Guidelines section 15126.6(d) states, "If an alternative would cause one or more significant effects in addition to those that would be caused by the project as proposed, the significant effects of the alternative shall be discussed, but in less detail than the significant effects of the project as proposed."

[2]From the San Francisco Redevelopment Agency and Planning Department's Growth Allocation Data--Option C, October 2006, which predicted the net new development increments that could be expected in the Project Area if no redevelopment program were implemented.

The No Project--Expected Growth Without the Project alternative is consistent with CEQA Guidelines section 15126.6(e)(1), which states, in part, "The purpose of describing and analyzing a no project alternative is to allow decision-makers to compare the impacts of approving the proposed project with the impacts of not approving the proposed project." Section 15126.6(e)(2) explains, in part, "The 'no project' analysis shall discuss the existing conditions at the time the notice of preparation is published…as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services." In addition, CEQA Guidelines section 15126.6(e)(3)(C) concludes, "[T]he [no project] analysis should identify the practical result of the project's non-approval and not create and analyze a set of artificial assumptions that would be required to preserve the existing environment."

For this EIR, the "existing conditions" referred to in the CEQA Guidelines are the "Setting" sections of each environmental topic chapter (5.1--Land Use Setting, 8.1--Transportation and Circulation Setting, etc.). These "Setting" sections are hereby incorporated into the No Project alternative as the description of existing environmental conditions.

Pursuant to CEQA Guidelines section 15126.6(e)(2), the No Project alternative in this EIR focuses on "what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services."

- **Alternative 2: Reduced Housing Development in Redevelopment Zone 1.** Primarily as a means of reducing peak-period vehicular trip generation, this alternative would include only 400 residential units and a stand-alone grocery store and retail center in Redevelopment Zone 1. The result would be approximately 850 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

- **Alternative 3: Stand-Alone Grocery Store/Retail Along Bayshore Boulevard South of Visitacion Avenue.** Similar to Alternative 2, Alternative 3 is intended primarily to reduce peak-period vehicular trip generation and would include a stand-alone grocery store and retail center of approximately 70,000 square feet in Redevelopment Zone 1 along Bayshore Boulevard south of Visitacion Avenue. Different from Alternative 2, this alternative would provide approximately 950 (instead of 400) residential units in Redevelopment Zone 1. *Unlike the proposed Project, no housing would be provided on the upper floors of the grocery store and retail center;* the result would be approximately 300 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

- **Alternative 4: Preservation and Re-use of All Schlage Lock Plant 1 Buildings.** The proposed Project proposes the preservation and re-use of Schlage Lock Plant 1 Building A, known as the "Old Schlage Administration Building," as a community center. Consistent with a suggestion of the San Francisco Landmarks Preservation Advisory Board (LPAB), this alternative would preserve and re-use the other two Schlage Lock Plant 1 buildings, known as Building B (Sawtooth Building, 188,050 square feet) and Building C (Ancillary Building, approximately 1,500 square feet), both of which are considered "contributing" to a potential "Schlage Lock Factory Historic Site" (see detailed descriptions in EIR chapter 10,

Cultural and Historical Resources). The buildings are located directly south of the Old Office Building (Building A).

Figure 17.1 identifies the Plant 1 buildings. As suggested by the LPAB, this alternative would preserve and re-use the Sawtooth Building and Ancillary Building as additional community space adjacent to the proposed Old Office Building community center.[1] This alternative would result in roughly 200 (13 percent) fewer net residential units compared to the proposed Project.

- **Alternative 5: No Rezoning on Bayshore Boulevard in Redevelopment Zone 2.** This alternative would implement the proposed redevelopment program as described in the draft Redevelopment Plan and Design for Development, *except the west side of Bayshore Boulevard in Redevelopment Zone 2 would not be rezoned.* The Planning Code designation for these properties would remain "NC-3" Neighborhood Commercial and not be changed to "NC-T3" Neighborhood Commercial Transit. In order to enhance future ground-floor retail space, the building height limit would be increased from 40 feet to 45 feet, but not to the Project-proposed 55 feet, along this portion of Bayshore Boulevard. The result would be approximately 90 fewer net residential units in the Project Area. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

- **Alternative 6: Planning Code Changes But No Redevelopment Plan.** This alternative would implement the Design for Development and associated General Plan amendments and Planning Code changes described in EIR chapter 3, but no Visitacion Valley Redevelopment Plan would be adopted. The Redevelopment Agency would not participate in the Project and would not implement the following proposed redevelopment actions in the Project Area: (1) housing improvement actions, including facilitation of affordable housing units and programs; (2) business revitalization actions, including promotion of existing businesses, attraction of new businesses, and assistance to the private sector (e.g., financing of insurance premiums); and (3) blight elimination actions, including acquisition and/or demolition of blighted properties, rehabilitation of existing structures and improvements, disposal (sale, lease, etc.) of properties to public or private entities, and clean-up of existing hazardous materials.

  Because no redevelopment actions would be implemented and all future development and improvements would be undertaken by the private sector alone, this alternative assumes that the Project-facilitated growth described in this EIR (see chapter 3, Project Description) would not occur at an accelerated rate--i.e., would not be completed by the year 2025, but rather would occur at a slower rate, with build-out reached at a later, unspecified time.

  For comparison with the proposed Project, it is assumed that, by the year 2025, this alternative would result in approximately 75 percent of the net new residential units and new retail square footage anticipated under the redevelopment program (1,190 vs. 1,585 residential units, and 98,625 vs. 131,500 square feet of retail space). Also, considering that the Redevelopment Agency intends to be the primary catalyst for creating a community center in the vacant "Old Schlage Administration Building" (15,000 square feet), Alternative 6 assumes that this particular project component would not be implemented.

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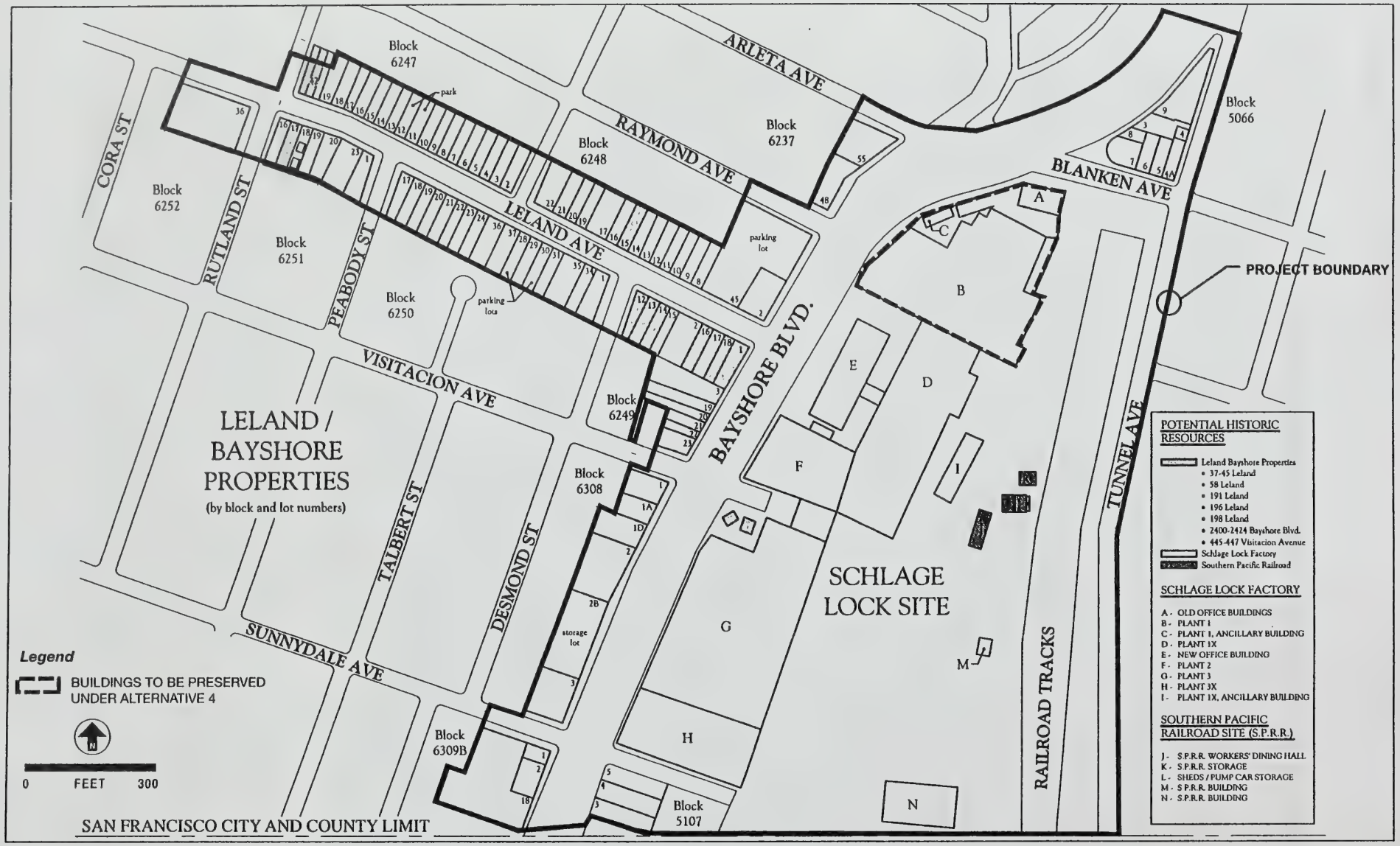
[1]Sarah Dennis, San Francisco Planning Department, Citywide Policy; written communication, September 11, 2007.



SOURCE: Carey & Co., Inc.

Figure 17.1

ALTERNATIVE 4: PRESERVATION AND RE-USE OF SCHLAGE LOCK PLANT 1 BUILDINGS

Table 17.1 summarizes the estimated net new development anticipated in the Project Area under each of the six identified alternatives in comparison to the proposed Project.

Alternatives Evaluation Methodology: In the sections that follow, the six Project alternatives are compared to the proposed Project and to each other for each of the environmental topics addressed in this EIR (see chapters 4 through 15) evaluated in this EIR.

CEQA Guidelines section 15126.6(d) states, "A matrix displaying the major characteristics may be used to summarize the comparison [of alternatives]." Accordingly, Table 17.1 above and Table 17.2 (Alternatives Comparison: Summary Overview) compare the key Project description characteristics of the six identified alternatives versus the proposed Project. Table 17.2 provides a summary of the various impact conclusions for each alternative, leading to selection of the "environmentally superior" alternative, as called for under CEQA Guidelines section 15126.6(e)(2).

The comparative summary evaluation information in Table 17.2 is further discussed in sections 17.1 through 17.6 which follow. These sections provide a narrative comparison of each of the six identified alternatives, including the principal characteristics and comparative mitigating and adverse effects of each in comparison to the proposed Project. As required by CEQA, section 17.7 identifies and explains the "environmentally superior" alternative.

Table 17.1
SUMMARY OF POTENTIAL NET NEW DEVELOPMENT UNDER THE PROJECT ALTERNATIVES VS. THE PROPOSED PROJECT

	Residential (units)	Retail (s.f.)	Other Commercial (s.f.)[1]	Cultural/Instit./ Educ. (s.f.)[2]
Proposed Project	1,585	131,500	(39,377)[3]	25,000
Alternative:				
1. No Project--Expected Growth	8	1,200	5,908	8,000
2. Reduced Housing in Redevelopment Zone 1	735	131,500	(39,377)	25,000
3. Stand-Alone Grocery Store/Retail	1,285	131,500	(39,377)	25,000
4. Add'l Bldg. Preserv. and Re-use	1,385	131,500	(39,377)	214,550
5. No Rezoning on Bayshore in Redevelopment Zone 2	1,495	131,500	(39,377)	25,000
6. No Redevelopment Plan	1,190	98,625	(39,377)	10,000

SOURCE: San Francisco Redevelopment Agency, San Francisco Planning Department, Wagstaff and Associates; January and May, 2008.

[1] "Other Commercial" includes medical/dental office facilities; offices; and production, distribution, and repair uses (including auto-related).

[2] "Cultural/Institutional/Educational" includes community centers and libraries.

[3] Projected reduction in "Other Commercial" floor area reflects Project intent to facilitate a transition in Project Area commercial use from general commercial to neighborhood-serving retail.

Table 17.2
ALTERNATIVES COMPARISON TO PROPOSED PROJECT: SUMMARY OVERVIEW

Impact	Alternatives Alternative 1: No Project--Expected Growth	Alternative 2: Reduced Housing in Redevelopment Zone 1	Alternative 3: Stand-Alone Grocery Store/ Retail	Alternative 4: Additional Bldg. Preserv. and Re-use	Alternative 5: No Rezoning on Bayshore in Redevelopment Zone 2	Alternative 6: No Redevelopment Plan
(a) Consistency With Local and Regional Plans	Substantially consistent--minimal fair share of reg'l. housing needs, minimally enhanced neighborhood retail.	Substantially consistent.	Substantially consistent.	Substantially consistent.	Substantially consistent.	Substantially consistent.
(b) Land Use	No potentially significant environmental impacts, and minimal Project Area improvements.	Fewer beneficial effects.	Fewer beneficial effects.	Similar beneficial effects.	Fewer beneficial effects.	Fewer beneficial effects.
(c) Population and Housing	Reduced housing benefits. Minimal new housing in Project Area.	Significant but reduced housing benefits.	Significant but slightly reduced housing benefits.	Significant but slightly reduced housing benefits.	Significant but slightly reduced housing benefits.	Substantially reduced housing benefits.
(d) Aesthetics	Reduced, but still potentially significant, impacts. All mitigable.	Reduced, but still potentially significant, environmental impacts. All mitigable.	Reduced, but still potentially significant, environmental impacts. All mitigable.	Reduced, but still potentially significant, environmental impacts. All mitigable.	Reduced, but still potentially significant, environmental impacts. All mitigable.	Reduced, but still potentially significant, impacts. All mitigable.
(e) Transportation and Circulation	No potentially significant environmental impacts, and no pedestrian improvements.	Substantially reduced, but still potentially significant, impacts. Remaining significant unavoidable impacts.	Reduced, but still potentially significant, impacts. Similar unavoidable impacts.	Similar potentially significant environmental impacts. Similar significant unavoidable impacts.	Reduced, but still potentially significant, impacts. Similar unavoidable impacts.	Reduced, but still potentially significant, impacts. Similar unavoidable impacts.
(f) Air Quality	Reduced, but still potentially significant, impacts. All mitigable. No air quality benefits of high-density mixed use.	Substantially reduced, but still potentially significant, impacts. Remaining significant unavoidable impacts.	Reduced, but still potentially significant, environmental impacts. Remaining significant unavoidable impacts.	Similar potentially significant environmental impacts. Similar significant unavoidable impacts.	Reduced, but still potentially significant, environmental impacts. Remaining significant unavoidable impacts.	Reduced, but still potentially significant, environmental impacts.

Table 17.2 (continued)
ALTERNATIVES COMPARISON TO PROPOSED PROJECT: SUMMARY OVERVIEW

Impact	Alternatives Alternative 1: No Project--Expected Growth	Alternative 2: Reduced Housing in Redevelopment Zone 1	Alternative 3: Stand-Alone Grocery Store/ Retail	Alternative 4: Additional Bldg. Preserv. and Re-use	Alternative 5: No Rezoning on Bayshore in Redevelopment Zone 2	Alternative 6: No Redevelopment Plan
(g) Cultural and Historical Resources	Similar potentially significant environmental impacts. Potentially significant unavoidable impacts remain. No rehab. of Old Office Bldg.	Similar potentially significant environmental impacts. Potentially remaining significant unavoidable impacts.	Similar potentially significant environmental impacts. Potentially remaining significant unavoidable impacts.	Reduced, but still potentially significant, impacts. Potentially remaining significant unavoidable impacts.	Similar potentially significant environmental impacts. Potentially remaining significant unavoidable impacts.	Increased environmental impacts. Potentially significant unavoidable impacts remain.
(h) Hazards and Hazardous Materials	Current remediation would continue. No significant environmental impacts.	Current remediation would continue. No significant environmental impacts.	Current remediation would continue. No significant environmental impacts.	Current remediation would continue. No significant environmental impacts.	Current remediation would continue. No significant environmental impacts.	Current remediation would continue. No significant environmental impacts.
(i) Hydrology and Water Quality	Reduced, but still potentially significant, environmental impacts. All mitigable.	Similar potentially significant, environmental impacts. All mitigable.	Similar potentially significant environmental impacts. All mitigable.	Similar potentially significant environmental impacts. All mitigable.	Similar potentially significant environmental impacts. All mitigable.	Similar potentially significant environmental impacts. All mitigable.
(j) Noise	Reduced, but still potentially significant, impacts. All mitigable.	Reduced, but still potentially significant, impacts. All mitigable.	Reduced, but still potentially significant, impacts. All mitigable.	Reduced, but still potentially significant, impacts. All mitigable.	Reduced, but still potentially significant, impacts. All mitigable.	Reduced, but still potentially significant, impacts. All mitigable.
(k) Public Services	No potentially significant environmental impacts, but no park/public space improvements.	No potentially significant, environmental impacts.	No potentially significant, environmental impacts.	No potentially significant environmental impacts.	No potentially significant environmental impacts.	No potentially significant environmental impacts.
(l) Utilities and Service Systems	No potentially significant environmental impacts, but no LEED benefits.	Reduced, but still potentially significant, impacts. All mitigable. Reduced LEED benefits.	Reduced, but still potentially significant, impacts. All mitigable. Reduced LEED benefits.	Similar potentially significant impacts. All mitigable. Similar LEED benefits.	Similar potentially significant impacts. All mitigable. Similar LEED benefits.	Reduced, but still potentially significant, impacts. All mitigable. Reduced LEED benefits.
(m) Attainment of Project Goals and Objectives	No attainment.	Partial attainment.	Partial attainment.	Attainment.	Partial attainment.	Partial attainment.

SOURCE: Wagstaff and Associates

Table 17.3
TRIP GENERATION COMPARISON--PROJECT VS. PROJECT ALTERNATIVES

	New Trips	
	Daily	PM Peak Hour
Alternative		
Proposed Project		
Residential	15,850	2,742
Retail	19,725	1,775
Other Commercial	(713)	(61)
Cultural/Instit./Educ.	1,425	150
Total Net New Trips	**36,287**	**4,606**
Alternative 1: No Project--Expected Growth		
Residential	80	14
Retail	180	16
Other Commercial	107	9
Cultural/Instit./Educ.	456	48
Total Net New Trips	**823**	**87**
Alternative 2: Reduced Housing in Redevelopment Zone 1		
Residential	7,350	1,272
Retail	19,725	1,775
Other Commercial	(713)	(61)
Cultural/Instit./Educ.	1,425	150
Total Net New Trips	**27,787**	**3,136**
Alternative 3: Stand-Alone Grocery Store/Retail		
Residential	12,850	2,223
Retail	19,725	1,775
Other Commercial	(713)	(61)
Cultural/Instit./Educ.	1,425	150
Total Net New Trips	**33,287**	**4,087**
Alternative 4: Add'l. Preserv. and Re-use		
Residential	13,850	2,396
Retail	19,725	1,775
Other Commercial	(713)	(61)
Cultural/Instit./Educ.	12,229	1,284
Total Net New Trips	**45,091**	**5,394**
Alternative 5: No Rezoning on Bayshore Boulevard in Redevelopment Zone 2		
Residential	14,950	2,586
Retail	19,725	1,775
Other Commercial	(713)	(61)
Cultural/Instit./Educ.	1,425	150
Total Net New Trips	**35,387**	**4,450**
Alternative 6: No Redevelopment Plan		
Residential	11,900	2,059
Retail	14,794	1,331
Other Commercial	(713)	(61)
Cultural/Instit./Educ.	570	60
Total Net New Trips	**26,551**	**3,389**

SOURCE: *San Francisco Transportation Analysis Guidelines*, Table C-1: Trip Generation Rates & Employee Densities for Typical Land Uses, October 2002.

Note: The trip generation rates used for the alternatives comparison are less precise than those used for the detailed project-specific traffic analysis described in chapter 8 (Transportation and Circulation) of this EIR. It should be noted that, with no proposed detailed mix of recreational uses or interior building designs to accommodate such uses available at this highly preliminary stage, the estimated recreational traffic generation for this alternative has been based on a conservative factor (57.0 daily trips per 1,000 gross square feet), consistent with the conservative analyses required by CEQA; the actual recreational traffic generation for this alternative might be considerably lower.

17.1 ALTERNATIVE 1: NO PROJECT--EXPECTED GROWTH WITHOUT THE PROJECT

17.1.1 Principal Characteristics

This alternative is based on the San Francisco Planning Department's Growth Allocation Data--Option C, which reflects net new development anticipated in the Project Area *without implementation of the proposed redevelopment program and Design for Development.* No Redevelopment Plan, Design for Development, or associated General Plan amendments or Planning Code changes described in EIR chapter 3 (Project Description) would be adopted. The quantitative data for this alternative was provided by the San Francisco Redevelopment Agency in October 2006. Compared to the proposed Project, this alternative would result in approximately 1,577 fewer net residential units, 130,300 fewer square feet of net retail space, 17,000 fewer square feet of net cultural space, and 45,280 *more* square feet of other net commercial space.

The No Project--Expected Growth Without the Project alternative is consistent with CEQA Guidelines section 15126.6(e)(1), which states, in part, "The purpose of describing and analyzing a no project alternative is to allow decision-makers to compare the impacts of approving the proposed project with the impacts of not approving the proposed project." Section 15126.6(e)(2) explains, in part, "The 'no project' analysis shall discuss the existing conditions at the time the notice of preparation is published...as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services." In addition, CEQA Guidelines section 15126.6(e)(3)(C) concludes, "[T]he [no project] analysis should identify the practical result of the project's non-approval and not create and analyze a set of artificial assumptions that would be required to preserve the existing environment."

For this EIR, the "existing conditions" referred to in the CEQA Guidelines are the "Setting" sections of each environmental topic chapter (5.1--Land Use Setting, 8.1--Transportation and Circulation Setting, etc.). These "Setting" sections are hereby incorporated into the No Project alternative as the description of existing environmental conditions. However, pursuant to CEQA Guidelines section 15126.6(e)(3)(C) quoted above, the No Project--Expected Growth Without the Project alternative does not create "a set of artificial assumptions" in order to unrealistically maintain the Project Area "frozen in time." Pursuant to CEQA Guidelines section 15126.6(e)(2), the No Project alternative in this EIR focuses on "what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services."

17.1.2 Alternative 1 Evaluation: Comparative Adverse and Mitigating Effects

(a) Consistency With Local and Regional Plans. The *Visitacion Valley Schlage Lock Strategic Design for Development* and other General Plan amendment and Planning Code changes proposed as part of the redevelopment program would not be implemented under the No Project--Expected Growth Without the Project alternative. This alternative would remain consistent with existing local land use plans and controls, including the San Francisco General Plan and San Francisco Planning Code. However, because only eight new residential units would be anticipated under this alternative (see Table 17.1), the alternative would not be consistent with the City's *Priority Policies* and *Housing Element* policies related to enhancement of neighborhood-serving retail uses, enhancement of affordable housing, and encouragement of higher residential density and new affordable housing in appropriate locations (as described in

EIR sections 4.1.1, Priority Policies; 6.2.2, General Plan Housing Element; and 6.3.2, Project General Plan Consistency). Similarly, this alternative would contribute minimally to San Francisco's fair share of regional housing needs as determined by the Association of Bay Area Governments (ABAG) (see EIR section 6.2.1).

(b) Land Use. The No Project--Expected Growth alternative would not result in any potentially significant adverse land use compatibility impacts. The *beneficial land use compatibility effects* of Design for Development and Redevelopment Plan implementation (e.g., neighborhood revitalization, improved pedestrian-oriented environment and transit access) would also not occur.

(c) Population and Housing. Compared to the proposed Project, this alternative would not have the *beneficial effect* associated with facilitating increased housing opportunity within the Visitacion Valley neighborhood; new residential development near commercial uses, transit, and other services; and an improved citywide balance between employed residents and jobs. Only eight new residential units would be anticipated under this alternative.

(d) Aesthetics. Due primarily to the substantially reduced potential for future residential and retail development at intensities and heights greater than currently permitted, this alternative would result in reduced potentials for adverse impacts on aesthetics and visual resources. However, the beneficial visual effects associated with development under the redevelopment program would not be realized.

(e) Transportation and Circulation. The trip generation characteristics of each alternative in comparison to the proposed Project are identified in Table 17.3. Due to the comparatively minimal trip increment associated with this alternative, it would not result in any significant transportation and circulation impacts. However, this alternative would not advance the Design for Development's proposals for provision of high-density, mixed land use patterns near the Project Area's excellent local and regional transit provisions.

(f) Air Quality. Compared to the proposed Project, this alternative would result in reduced but still potentially significant air quality impacts related to construction-period emissions; due to the substantially reduced residential and retail-related net vehicular trip generation, no significant long-term regional emission impacts would result. The construction emissions could still be reduced to a less-than-significant level with implementation of the mitigation described in chapter 9 of this EIR. However, this alternative would not include the Design for Development's proposals for high-density, mixed land use patterns that promote walking, transit use, and shorter commutes.

(g) Cultural and Historical Resources. Similar to the proposed Project, this alternative could result in potentially significant unavoidable impacts on cultural and historic resources. Also, the historic Old Office Building would not be rehabilitated under this alternative. Based on CEQA and recent case law, individual future developments affecting historic resources may require additional CEQA review.

(h) Hazards and Hazardous Materials. Similar to the proposed Project and other alternatives, no potentially significant impacts from hazards or hazardous materials would result from implementation of the No Project--Expected Growth alternative.

(i) Hydrology and Water Quality. Based primarily on the reduced number of new vehicle trips and resultant deposition of vehicle-generated urban pollutants, this alternative would result in reduced *water quality* impacts, all of which could be reduced to less-than-significant levels with implementation of the mitigation measures in chapter 12 (Hydrology and Water Quality) of this EIR. No potentially significant *drainage* impacts would result from either this alternative or the proposed Project.

(j) Noise. Compared to the proposed Project, this alternative would result in reduced, but still significant, demolition/construction-period noise impacts, as well as potential exposure of new noise-sensitive development (e.g., residences) to noise levels exceeding City noise standards. These noise impacts would be reduced to less-than-significant levels by implementing the measures described in chapter 13 of this EIR.

(k) Public Services. Similar to the proposed Project, no significant public service impacts would occur. However, this alternative does not include the Project-proposed improvements to the Project Area public space network.

(l) Utilities and Service Systems. This alternative would not result in a significant solid waste diversion impact. Because the Design for Development would not be implemented under this alternative, the *benefits* of the Redevelopment Zone 1 development as a LEED Neighborhood would not be realized.

(m) Attainment of Project Goals and Objectives. This alternative would not attain the goals and objectives identified in section 3.4 (Project Objectives) and subsection 3.6.2 (Redevelopment Plan Goals and Objectives) of this EIR. The current General Plan and associated existing Planning Code provisions do not include the detailed and coordinated strategies, improvements, and contemporary development regulations proposed by the Design for Development and overall redevelopment program.

17.2 ALTERNATIVE 2: REDUCED HOUSING DEVELOPMENT IN REDEVELOPMENT ZONE 1

17.2.1 Principal Characteristics

Primarily as a means of reducing peak-period vehicular trip generation, this alternative would include only 400 residential units and a stand-alone grocery store and retail center in Redevelopment Zone 1. As shown in Table 17.1, the result would be approximately 850 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

17.2.2 Alternative 2 Evaluation: Comparative Adverse and Mitigating Effects

(a) Project Consistency With Local and Regional Plans. Similar to the proposed Project, this "reduced residential" alternative would be substantially consistent with local and regional plans, including the San Francisco General Plan, San Francisco Planning Code, ABAG Land Use Policy Framework, ABAG housing and population projections, and BAAQMD air quality plans. However, the degree of increased housing opportunity would be substantially reduced.

(b) Land Use. The Redevelopment Plan goals and objectives stipulate that Project Area housing and mixed use (retail/housing) development be conveniently located near public transportation, shopping, employment, recreation, and other community facilities. Chapter 5 of this EIR indicates that implementation of the Project as proposed, including the Design for Development and Redevelopment Plan, would result in overall *beneficial land use effects* associated with these local facilities. The fewer residential units and reduced mixed use relationships anticipated under this alternative would reduce these locational benefits.

(c) Population and Housing. This alternative would have a *reduced beneficial effect* in increasing Visitacion Valley housing opportunities and assisting San Francisco in achieving a better citywide balance between employed residents and jobs, more housing concentration near commercial use, transit, and other services, and an associated decrease in the current in-commuting trend.

(d) Aesthetics. Compared to the proposed Project, the anticipated new development at densities and heights greater than currently exist in the Project Area would occur at a similar, but reduced degree, resulting in reduced, but still potentially significant, aesthetic and visual resource impacts, all of which could still be reduced to less-than-significant levels by implementing the measures described in chapter 7 of this EIR.

(e) Transportation and Circulation. The comparative trip generation characteristics of each alternative are identified in Table 17.3. Compared to the proposed Project, this reduced residential alternative would result in reduced, but still significant unavoidable, transportation and circulation impacts, primarily due to the net increase of approximately 27,787 daily vehicular trips and 3,136 PM peak-hour trips (approximately 23 percent fewer daily trips than the proposed Project). The Design for Development proposed high-density, mixed land use patterns that promote walking, transit use, and shorter commutes would be less effective (less jobs/housing balance) under this alternative.

(f) Air Quality. Compared to the proposed Project, this alternative would result in reduced, but still potentially significant, air quality impacts related to construction-period emissions and long-term regional emissions increases. The construction emissions could still be reduced to a less-than-significant level with implementation of the mitigation described in chapter 9 of this EIR. Long-term emissions, although reduced by more than 20 percent, would remain significant and unavoidable even with implementation of EIR-identified mitigation. The Design for Development proposed high-density, mixed land use patterns that promote walking, transit use, and shorter commutes, which would help reduce long-term regional air emissions would be less effective (less jobs/housing balance) under this alternative.

(g) Cultural and Historical Resources. Similar to the proposed Project, the reduced residential alternative could still result in unavoidable significant impacts on cultural and historic resources. The Schlage Lock Old Office Building would still be rehabilitated as a community center.

(h) Hazards and Hazardous Materials. Similar to the proposed Project and other alternatives, the current ongoing remediation program would continue and no potentially significant hazards or hazardous materials impacts would result from implementation of this alternative.

(i) Hydrology and Water Quality. Based primarily on the reduced number of new vehicle trips and resultant deposition of vehicle-generated urban pollutants, this alternative would result in

reduced *water quality* impacts. No potentially significant *drainage* impacts would result from either this alternative or the proposed Project.

(j) Noise. Compared to the proposed Project, the reduced residential alternative would result in reduced, but still potentially significant, demolition/construction-period noise impacts, as well as potential exposure of new noise-sensitive development (e.g., residences) to noise and vibration levels exceeding City noise standards. These noise impacts would be reduced to less-than-significant levels by implementing the measures described in chapter 13 of this EIR.

(k) Public Services. Similar to the proposed Project, this alternative would not result in any significant impacts on public services.

(l) Utilities and Service Systems. Similar to the proposed Project, the higher building heights anticipated under this alternative could result in a significant solid waste diversion impact, which could be reduced to a less-than-significant level by implementing the mitigation measure described in chapter 15 of this EIR.

(m) Attainment of Project Goals and Objectives. This alternative would be less effective in attaining the goals and objectives of the Project as identified in section 3.4 (Project Objectives) and subsection 3.6.2 (Redevelopment Plan Goals and Objectives) of this EIR.

17.3 STAND-ALONE GROCERY STORE/RETAIL ALONG BAYSHORE BOULEVARD SOUTH OF VISITACION AVENUE

17.3.1 Principal Characteristics

Similar to Alternative 2, Alternative 3 is intended primarily to reduce peak-period vehicular trip generation and would include a stand-alone grocery store and retail center of approximately 70,000 square feet in Redevelopment Zone 1 along Bayshore Boulevard south of Visitacion Avenue. Different from Alternative 2, this alternative would provide approximately 950 (instead of 400) residential units in Redevelopment Zone 1. *Unlike the proposed Project, no housing would be provided on the upper floors of the grocery store and retail center.* As shown in Table 17.1, the result would be approximately 300 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

17.3.2 Alternative 3 Evaluation: Comparative Adverse and Mitigating Effects

(a) Project Consistency With Local and Regional Plans. Similar to the proposed Project, this "stand-alone grocery store/retail" alternative would be substantially consistent with local and regional plans, including the San Francisco General Plan, San Francisco Planning Code, ABAG Land Use Policy Framework, ABAG housing and population projections, and BAAQMD air quality plans. However, the degree of increased housing opportunity would be reduced.

(b) Land Use. The Redevelopment Plan goals and objectives stipulate that Project Area housing and mixed use (retail/housing) development be conveniently located near public transportation, shopping, employment, recreation, and other community facilities. Chapter 5 of this EIR indicates that implementation of the Project as proposed, including the Design for Development and Redevelopment Plan, would result in overall *beneficial land use effects*

associated with these local facilities. The fewer residential units and reduced mixed use relationships anticipated under this alternative would reduce these locational benefits.

(c) Population and Housing. This alternative would have a *slightly reduced beneficial effect* in increasing Visitacion Valley housing opportunities and assisting San Francisco in achieving a better citywide balance between employed residents and jobs, more housing concentration near commercial use, transit, and other services, and an associated decrease in the current in-commuting trend.

(d) Aesthetics. Compared to the proposed Project, the anticipated new development at densities and heights greater than currently exist in the Project Area would occur at a similar, but reduced degree, resulting in reduced, but still potentially significant, aesthetic and visual resource impacts, all of which could still be reduced to less-than-significant levels by implementing the measures described in chapter 7 of this EIR.

(e) Transportation and Circulation. The comparative trip generation characteristics of each alternative are identified in Table 17.3. Compared to the proposed Project, this stand-alone grocery store/retail alternative would result in reduced, but still significant unavoidable, transportation and circulation impacts, primarily due to the net increase of approximately 33,287 daily vehicular trips and 4,087 PM peak-hour trips (approximately eight percent fewer daily trips than the proposed Project). The Design for Development proposed high-density, mixed land use patterns that promote walking, transit use, and shorter commutes would be less effective (less jobs/housing balance) under this alternative.

(f) Air Quality. Compared to the proposed Project, this alternative would result in reduced, but still potentially significant, air quality impacts related to construction-period emissions and long-term regional emissions increases. The construction emissions could still be reduced to a less-than-significant level with implementation of the mitigation described in chapter 9 of this EIR. Long-term emissions, although reduced by approximately eight percent, would remain significant and unavoidable even with implementation of EIR-identified mitigation. The Design for Development proposed high-density, mixed land use patterns that promote walking, transit use, and shorter commutes, which would help reduce long-term regional air emissions would be less effective (less jobs/housing balance) under this alternative.

(g) Cultural and Historical Resources. Similar to the proposed Project, the stand-alone grocery store/retail alternative could still result in unavoidable significant impacts on cultural and historic resources. The Schlage Lock Old Office Building would still be rehabilitated as a community center.

(h) Hazards and Hazardous Materials. Similar to the proposed Project and other alternatives, the current ongoing remediation program would continue and no potentially significant hazards or hazardous materials impacts would result from implementation of this alternative.

(i) Hydrology and Water Quality. Based primarily on the reduced number of new vehicle trips and resultant deposition of vehicle-generated urban pollutants, this alternative would result in reduced *water quality* impacts. No potentially significant *drainage* impacts would result from either this alternative or the proposed Project.

(j) Noise. Compared to the proposed Project, the stand-alone grocery store/retail alternative would result in reduced, but still potentially significant, demolition/construction-period noise

impacts, as well as potential exposure of new noise-sensitive development (e.g., residences) to noise and vibration levels exceeding City noise standards. These noise impacts would be reduced to less-than-significant levels by implementing the measures described in chapter 13 of this EIR.

(k) Public Services. Similar to the proposed Project, this alternative would not result in any significant public service impacts.

(l) Utilities and Service Systems. Similar to the proposed Project, the higher building heights anticipated under this alternative could result in a significant solid waste diversion impact, which could be reduced to a less-than-significant level by implementing the mitigation measure described in chapter 15 of this EIR.

(m) Attainment of Project Goals and Objectives. This alternative would be less effective in attaining the goals and objectives of the Project as identified in section 3.4 (Project Objectives) and subsection 3.6.2 (Redevelopment Plan Goals and Objectives) of this EIR.

17.4 ALTERNATIVE 4: PRESERVATION AND RE-USE OF ALL SCHLAGE LOCK PLANT 1 BUILDINGS

17.4.1 Principal Characteristics

Consistent with a suggestion of the San Francisco Landmarks Preservation Advisory Board (LPAB), this alternative would preserve and re-use the Schlage Lock Plant 1 buildings, known as Building B (Sawtooth Building, 188,050 square feet) and Building C (Ancillary Building, approximately 1,500 square feet), both of which are considered "contributing" to a potential "Schlage Lock Factory Historic Site" (see detailed descriptions in EIR chapter 10, Cultural and Historic Resources). The buildings are located directly south of the Old Office Building (Building A), which the Project already proposes for preservation and re-use as a community center.

Figure 17.1 identifies the Plant 1 buildings. As suggested by the LPAB, this alternative would re-use the Sawtooth Building and Ancillary Building as additional community space adjacent to the proposed Old Office Building community center.[1] Based on comparison of Figure 17.1 with Project plans (see chapter 3, Project Description), it is estimated that this alternative would result in roughly 200 fewer net residential units compared to the proposed Project.

17.4.2 Alternative 4 Evaluation: Comparative Adverse and Mitigating Effects

(a) Project Consistency With Local and Regional Plans. The Preservation and Re-use alternative would substantially consistent with local and regional plans, including the San Francisco General Plan, San Francisco Planning Code, ABAG Land Use Policy Framework, ABAG housing and population projections, and BAAQMD air quality management plans.

(b) Land Use. Compared to the proposed Project, the Preservation and Re-use alternative would result in similar beneficial land use impacts. Implementation of Alternative 4 would result in overall *beneficial land use effects.* Although fewer residential units would be developed under

[1]Sarah Dennis, San Francisco Planning Department, Citywide Policy; written communication, September 11, 2007.

this alternative, more recreational benefits (an expanded community center) would be conveniently available to the surrounding area.

(c) Population and Housing. In comparison to the proposed Project, the reduced residential total under this alternative would have a reduced *beneficial effect* in assisting San Francisco in achieving increased housing opportunity in the Visitacion Valley neighborhood, a better citywide balance between employed residents and jobs, more housing concentration near commercial uses, transit, and other services, and associated decreases in the current in-commuting trend.

(d) Aesthetics. Similar to the proposed Project, new development at densities and heights greater than currently existing in the Project Area would result in potentially significant, aesthetic and visual resource impacts, all of which would be reduced to less-than-significant levels by implementing the measures described in chapter 7 of this EIR.

(e) Transportation and Circulation. The comparative trip generation characteristics of each alternative are identified in Table 17.3. Compared to the proposed Project, the Preservation and Re-use alternative, with the added approximately 190,000 square-foot recreation center, would result in a greater net traffic increase (about 24 percent more daily trips) than the Proposed Project, and similar significant unavoidable transportation and circulation impacts. However, the proposed Project includes a more balanced mix of high-density, mixed land uses that would more effectively promote transit use and shorter commutes. It should be noted that, with no proposed detailed mix of recreational uses or interior building designs to accommodate such uses available at this highly preliminary stage, the estimated recreational traffic generation for this alternative has been based on a conservative factor (57.0 daily trips per 1,000 gross square feet), consistent with the conservative analyses required by CEQA; the actual recreational traffic generation for this alternative might be considerably lower.

(f) Air Quality. Compared to the proposed Project, this alternative would result in similar potentially significant, air quality impacts related to construction-period emissions and increased significant unavoidable impacts related to long-term regional emissions. Similar to the Project, the long-term emissions impacts would remain significant and unavoidable even with implementation of EIR-identified mitigation, primarily due to the net increase of daily vehicular trips.

(g) Cultural and Historical Resources. Compared to the proposed Project and other alternatives, the Preservation and Re-use alternative would result in fewer potentially significant impacts on cultural and historic resources because the alternative would rehabilitate and adaptively re-use Schlage Lock Plant 1 Buildings B and C (a total of approximately 190,000 square feet), both of which are considered "contributing" to a potential Schlage Lock Factory Historic Site (see details in EIR chapter 10). The buildings would be re-used as additional community space adjacent to the proposed Old Office Building community center.

(h) Hazards and Hazardous Materials. Similar to the proposed Project and other alternatives, the current ongoing remediation program would continue under this alternative and no potentially significant hazards or hazardous materials impacts would result. However, according to DTSC,[1] this alternative could impede hazardous materials remediation because the Schlage Lock Plant 1 buildings, which would be preserved under the alternative, could have

[1]Barbara J. Cook, P.E., Chief, Northern California Coastal Cleanup Operations Branch, State Department of Toxic Substances Control (DTSC); written communication, April 11, 2008.

contaminated soils underneath them; any such soils would be more difficult to access and remediate.

(i) Hydrology and Water Quality. Based primarily on the *increased* number of new vehicle trips and resultant deposition of vehicle-generated urban pollutants, this alternative would result in increased *water quality* impacts, all of which could be reduced to less-than-significant levels with implementation of the mitigation measures in chapter 12 (Hydrology and Water Quality) of this EIR. No potentially significant *drainage* impacts would result from either this alternative or the proposed Project.

(j) Noise. Compared to the proposed Project, the Preservation and Re-use alternative would result in similar potentially significant, demolition/construction-period noise impacts, as well as potential exposure of new noise-sensitive development (e.g., residences) to noise and vibration levels exceeding City noise standards. These noise impacts would be reduced to less-than-significant levels by implementing the measures described in chapter 13 of this EIR.

(k) Public Services. Similar to the proposed Project, this alternative would not result in any significant public service impacts.

(l) Utilities and Service Systems. Similar to the proposed Project, this alternative could result in a potentially significant solid waste diversion impact associated with multi-story residential buildings, which could be reduced to a less-than-significant level by implementing the mitigation measure described in chapter 15 of this EIR.

(m) Attainment of Project Goals and Objectives. The Preservation and Re-use alternative would be slightly less effective in attaining the goals and objectives as identified in section 3.4. (Project Objectives) and subsection 3.6.2 (Redevelopment Plan Goals and Objectives) of this EIR.

17.5 ALTERNATIVE 5: NO REZONING ON BAYSHORE BOULEVARD IN REDEVELOPMENT ZONE 2

17.5.1 Principal Characteristics

This alternative would implement the proposed redevelopment program and Design for Development *except the west side of Bayshore Boulevard in Redevelopment Zone 2 would not be rezoned.* The Planning Code designation for these properties would remain "NC-3" Neighborhood Commercial and not be changed to "NC-T3" Neighborhood Commercial Transit. In order to enhance future ground-floor retail space, the building height limit would be increased from 40 feet to 45 feet, but not to the Project-proposed 55 feet, along this portion of Bayshore Boulevard. As shown in Table 17.1, the result would be approximately 90 fewer net residential units. All other proposed development under the redevelopment program would remain as described in chapter 3 (Project Description) of this EIR.

17.5.2 Alternative 5 Evaluation: Comparative Adverse and Mitigating Effects

(a) Project Consistency With Local and Regional Plans. Similar to the proposed Project, this "reduced residential" alternative would be substantially consistent with local and regional plans, including the San Francisco General Plan, San Francisco Planning Code, ABAG Land Use

Policy Framework, ABAG housing and population projections, and BAAQMD air quality plans. However, the degree of increased housing opportunity would be reduced.

(b) Land Use. The Redevelopment Plan goals and objectives stipulate that Project Area housing and mixed use (retail/housing) development be conveniently located near public transportation, shopping, employment, recreation, and other community facilities. Chapter 5 of this EIR indicates that implementation of the Project as proposed, including the Design for Development and Redevelopment Plan, would result in overall *beneficial land use effects* associated with these local facilities. The fewer residential units anticipated under this alternative would reduce these locational benefits.

(c) Population and Housing. This alternative would have a *reduced beneficial effect* in increasing Visitacion Valley housing opportunities and assisting San Francisco in achieving a better citywide balance between employed residents and jobs, more housing concentration near commercial use, transit, and other services, and an associated decrease in the current in-commuting trend.

(d) Aesthetics. Compared to the proposed Project, the anticipated new development at densities and heights greater than currently exist in the Project Area would occur at a similar, but reduced degree, resulting in reduced, but still potentially significant, aesthetic and visual resource impacts, all of which could still be reduced to less-than-significant levels by implementing the measures described in chapter 7 of this EIR.

(e) Transportation and Circulation. The comparative trip generation characteristics of each alternative are identified in Table 17.3. Compared to the proposed Project, this reduced residential alternative would result in reduced, but still significant unavoidable, transportation and circulation impacts, primarily due to the net increase of approximately 35,398 daily vehicular trips and 4,450 PM peak-hour trips (approximately 3 percent fewer daily trips than the proposed Project). The Design for Development proposed high-density, mixed land use patterns that promote walking, transit use, and shorter commutes would be less effective (less jobs/housing balance) under this alternative.

(f) Air Quality. Compared to the proposed Project, this alternative would result in reduced, but still potentially significant, air quality impacts related to construction-period emissions and long-term regional emissions increases. The construction emissions could still be reduced to a less-than-significant level with implementation of the mitigation described in chapter 9 of this EIR. Long-term emissions would remain significant and unavoidable even with implementation of EIR-identified mitigation. The Design for Development proposed high-density, mixed land use patterns that promote walking, transit use, and shorter commutes, which would help reduce long-term regional air emissions would be less effective (less jobs/housing balance) under this alternative.

(g) Cultural and Historical Resources. Similar to the proposed Project, the reduced residential alternative could still result in unavoidable significant impacts on cultural and historic resources. The Schlage Lock Old Office Building would still be rehabilitated as a community center.

(h) Hazards and Hazardous Materials. Similar to the proposed Project and other alternatives, the current ongoing remediation program would continue and no potentially significant hazards or hazardous materials impacts would result from implementation of this alternative.

(i) Hydrology and Water Quality. Based primarily on the reduced number of new vehicle trips and resultant deposition of vehicle-generated urban pollutants, this alternative would result in reduced *water quality* impacts. No potentially significant *drainage* impacts would result from either this alternative or the proposed Project.

(j) Noise. Compared to the proposed Project, this alternative would result in reduced, but still potentially significant, demolition/construction-period noise impacts, as well as potential exposure of new noise-sensitive development (e.g., residences) to noise and vibration levels exceeding City noise standards. These noise impacts would be reduced to less-than-significant levels by implementing the measures described in chapter 13 of this EIR.

(k) Public Services. Similar to the proposed Project, this alternative would not result in any significant impacts on public services.

(l) Utilities and Service Systems. Similar to the proposed Project, the higher building heights anticipated under this alternative could result in a significant solid waste diversion impact, which could be reduced to a less-than-significant level by implementing the mitigation measure described in chapter 15 of this EIR.

(m) Attainment of Project Goals and Objectives. This alternative would be less effective in attaining the goals and objectives of the Project as identified in section 3.4 (Project Objectives) and subsection 3.6.2 (Redevelopment Plan Goals and Objectives) of this EIR.

17.6 ALTERNATIVE 6: PLANNING CODE CHANGES BUT NO REDEVELOPMENT PLAN

17.6.1 Principal Characteristics

This alternative would implement the 2008 Design for Development and the Project-proposed General Plan amendments and Planning Code changes (described in EIR chapter 3), but no Visitacion Valley Redevelopment Plan would be adopted. The Redevelopment Agency would not participate in the Project and would therefore not carry out the following proposed redevelopment actions in the Project Area: (1) housing improvement actions, including facilitation of affordable housing units and programs; (2) business revitalization actions, including promotion of existing businesses, attraction of new businesses, and assistance to the private sector (e.g., financing of insurance premiums); and (3) blight elimination actions, including acquisition and/or demolition of blighted properties, rehabilitation of existing structures and improvements, disposal (sale, lease, etc.) of properties to public or private entities, and clean-up of existing hazardous materials.

Because no redevelopment actions would be implemented and all future development and improvements would be undertaken by the private sector alone, this alternative assumes that the Project-facilitated growth increment described in this EIR (see section 3.12, Project-Facilitated Growth Assumptions) would occur at a slower rate--i.e., would not be completed by the year 2025. Buildout would be reached at a later, unspecified time. For comparison with the proposed Project, it is assumed that, by the year 2025, this alternative would result in approximately 75 percent of the net new residential units and new retail square footage anticipated under the redevelopment program (i.e., 1,190 vs. 1,585 residential units, and 98,625 vs. 131,500 square feet of retail space). Also, considering that the Redevelopment Agency intends to be the primary catalyst for creating a community center in the vacant Old Office

Building (15,000 square feet), the alternative assumes that this particular project component would not be implemented.

17.6.2 Alternative 6 Evaluation: Comparative Adverse and Mitigating Effects

(a) Project Consistency With Local and Regional Plans. The No Redevelopment Plan alternative would be generally consistent with local and regional plans, including the San Francisco General Plan, San Francisco Planning Code, ABAG Land Use Policy Framework, ABAG housing and population projections, and BAAQMD air quality management plans, but would not as aggressively implement San Francisco General Plan housing and neighborhood revitalization goals.

(b) Land Use. Compared to the proposed Project, the No Redevelopment Plan alternative would result in a slower rate and/or reduced degree of beneficial land use impacts. Future buildout characteristics under the Design for Development would still improve Project Area land use relationships, but such improvements would not be facilitated by redevelopment.

(c) Population and Housing. Compared to the proposed Project, this alternative would have a reduced *beneficial effect* by 2025 in assisting San Francisco in achieving a better citywide balance between employed residents and jobs, more housing concentration near commercial uses, transit, and other services, and an associated decrease in current in-commuting trends.

(d) Aesthetics. Similar to the proposed Project, proposed new development at densities and heights greater than currently existing in the Project Area would result in potentially significant, aesthetic and visual resource impacts under this alternative, all of which would be reduced to less-than-significant levels by implementing the measures described in chapter 7 of this EIR.

(e) Transportation and Circulation. The comparative trip generation characteristics of each alternative are identified in Table 17.3. Compared to the proposed Project, the reduced rate of development under this alternative would result in reduced, but still significant unavoidable, year 2025 transportation and circulation impacts, primarily due to the net increase of approximately 26,551 daily vehicular trips and 3,389 PM peak-hour trips (about 27 percent fewer daily trips than the proposed Project). However, the Design for Development would still promote high-density, mixed land use patterns that encourage walking, transit use, and shorter commutes.

(f) Air Quality. Compared to the proposed Project, this alternative would result in reduced, but still potentially significant, year 2025 air quality impacts related to construction-period emissions and long-term regional emissions increases. These construction emission impacts would be reduced to a less-than-significant level with implementation of the mitigation described in chapter 9 of this EIR. Long-term emissions, although reduced, would remain significant and unavoidable even with implementation of EIR-identified mitigation, primarily due to the net increase of daily vehicular trips generated by this alternative (even though this alternative would generate approximately 27 percent fewer additional daily vehicular trips than would the proposed Project). The Design for Development component of the project would remain and would still promote high-density, mixed land use patterns that encourage walking, transit use, and shorter commutes, which would help reduce long-term regional air emissions, but not to a less-than-significant level.

(g) Cultural and Historical Resources. Compared to the proposed Project, this alternative would result in greater potentially significant impacts on cultural and historic resources because

the Schlage Lock Old Office Building would not be preserved and rehabilitated as a community center.

(h) Hazards and Hazardous Materials. Similar to the proposed Project and other alternatives, the existing ongoing remediation program would continue and no potentially significant hazards or hazardous materials impacts would result from implementation of this alternative.

(i) Hydrology and Water Quality. Based primarily on the reduced number of new vehicle trips by 2025 and resultant reduced deposition of vehicle-generated urban pollutants, this alternative would result in reduced, but still significant, potentials for *water quality* impacts. No potentially significant *drainage* impacts would result from either this alternative or the proposed Project.

(j) Noise. Compared to the proposed Project, the No Redevelopment Plan alternative would result in reduced, but still potentially significant, demolition/construction-period noise impacts, as well as potential exposure of new noise-sensitive development (e.g., residences) to noise and vibration levels exceeding City noise standards. These noise impacts could still be reduced to less-than-significant levels by implementing the measures described in chapter 13 of this EIR.

(k) Public Services. Similar to the proposed Project, this alternative would not result in any significant public service impacts. The Design for Development proposed improvements to the Project Area park and public space network, which would represent a *beneficial effect* of the proposed Project, could still occur under this alternative, but at a slower rate.

(l) Utilities and Service Systems. Similar to the proposed Project, this alternative could result in a significant solid waste diversion impact associated with multi-level residential buildings, which could still be reduced to a less-than-significant level by implementing the mitigation measure described in chapter 15 of this EIR.

(m) Attainment of Project Goals and Objectives. The No Redevelopment Plan alternative would be less effective in attaining the objectives described in section 3.4 (Project Objective) of this EIR, and substantially less effective in attaining the goals and objectives identified in subsection 3.6.2 (Redevelopment Plan Goals and Objectives) of this EIR. No redevelopment actions to help fulfill these goals and objectives would be implemented under this alternative.

17.7 CONCLUSIONS: ENVIRONMENTALLY SUPERIOR ALTERNATIVE

The CEQA Guidelines (section 15126[e][2]) stipulate, "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives." Table 17.2 at the beginning of this chapter provides a consolidated, summary comparison of the environmental implications of the various identified project alternatives for all of the environmental issues considered in this EIR. When viewed together, Tables 17.1, 17.2, and 17.3 indicate that, of the various alternatives evaluated in this EIR other than the No Project--Expected Growth Without the Project alternative, ***Alternative 2: Reduced Housing Development in Redevelopment Zone 1*** would result in the least adverse combination of environmental impacts. This conclusion is based on the following information:

(1) The Reduced Housing Development in Redevelopment Zone 1 alternative would result in substantially reduced ***quantitative impacts*** in comparison to the Proposed Project and the

other alternatives (other than "No Project") (e.g., traffic generation, air pollution emissions, traffic noise) due to its reduced potential residential development (see Tables 17.1 and 17.3);

(2) The Reduced Housing Development in Redevelopment Zone 1 alternative would not result in any additional significant unavoidable environmental impacts compared to the other alternatives (Table 17.2);

(3) The Reduced Housing Development in Redevelopment Zone 1 alternative would be substantially consistent with local and regional plans (Table 17.3).

18. MITIGATION MONITORING AND REPORTING

This EIR chapter describes a recommended monitoring and reporting program for implementing mitigation measures identified in this EIR, and describes the relationships between monitoring needs and responsible monitoring agencies.

18.1 MONITORING AND REPORTING REQUIREMENTS

CEQA section 21081.6 of the Public Resources Code requires all public agencies to adopt reporting or monitoring programs when they approve projects subject to environmental impact reports or mitigated negative declarations.

A mitigation monitoring and reporting program (MMRP) would be required subsequent to certification of the Visitacion Valley Redevelopment Program EIR. Most of the environmental mitigation measures recommended in this EIR would be monitored through normal City and County of San Francisco Planning Code, subdivision, grading, site and design (architectural) review, building permit, and Design for Development and General Plan consistency procedures, as well as during associated plan check and field inspection procedures. To satisfy CEQA section 21081.6, a documented record of implementation will be necessary.

18.2 MITIGATION MONITORING AND REPORTING PROGRAM (MMRP)

While a specific MMRP should not be formulated unless and until this EIR is certified and a Project is approved, the general MMRP framework can be determined at this EIR stage.

The MMRP framework is attached as Table 18.1. For each mitigation measure, the table: (1) lists the mitigation measure; (2) specifies the party responsible for implementing the measure; (3) establishes a schedule for mitigation implementation; (4) assigns mitigation monitoring responsibility; and (5) establishes monitoring actions and a schedule for mitigation monitoring.

18.3 IMPLEMENTATION

While the MMRP generally outlines the actions, responsibilities, and schedule for mitigation monitoring, it does not attempt to specify the detailed procedures to be used to verify implementation (e.g., interactions between the Project applicant(s), San Francisco Redevelopment Agency, and City of San Francisco departments; use of private consultants; sign-off on plans; site inspections, etc.). Specific monitoring procedures are either contained in approval documents or will be developed at a later date, closer to the time the mitigation measures will actually be implemented.

Table 18.1

MITIGATION MONITORING CHECKLIST--VISITACION VALLEY REDEVELOPMENT PROGRAM

MITIGATION MEASURE	Responsibility for Mitigation[1]	Mitigation Schedule[2]	Monitoring Responsibility[3]	Monitoring Actions/Schedule
TRANSPORTATION AND CIRCULATION				
Mitigation 8-1.				
Mitigation 8-2.				
Mitigation 8-3.				
AIR QUALITY				
Mitigation 9-1.				
Mitigation 9-2.				
CULTURAL AND HISTORICAL RESOURCES				
Mitigation 10-1.				
Mitigation 10-2.				
HYDROLOGY AND WATER QUALITY				
Mitigation 12-1.				
Mitigation 12-2.				
NOISE				
Mitigation 13-1.				
Mitigation 13-2.				
Mitigation 13-3.				
UTILITIES AND SERVICES SYSTEMS				
Mitigation 15-1.				

[1] Appl. = Applicant; City = City of San Francisco; SFRA = San Francisco Redevelopment Agency
[2] DPC = During Project Construction; PBP = Prior to Issuance of Building Permit; PFM = Prior to Approval of Final Map; PGP = Prior to Issuance of Grading Permit; PPO = Prior to Project Occupancy; PTM = Prior to Tentative Map; STR = Specialized Timing Requirement
[3] SFRA = San Francisco Redevelopment Agency; Planning = San Francisco Planning Department; SFPW = San Francisco Public Works Department; SFFD = San Francisco Fire Department; SFPD = San Francisco Police Department

19. ORGANIZATIONS AND PERSONS CONTACTED AND EIR CONSULTANT TEAM

19.1 ORGANIZATIONS AND PERSONS CONTACTED

SAN FRANCISCO REDEVELOPMENT AGENCY

Alicia Bert, Assistant Development Specialist
Tom Evans, Lead Planner
Christina Ferracane, Planner
Stanley Muraoka, Environmental Review Officer
Lisa Zayas-Chien, Project Manager

CITY AND COUNTY OF SAN FRANCISCO

Greg Asay, Legislative Assistant, Supervisor Sophie Maxwell
Rich Chien, Residential Green Building Coordinator, SF Environment
Sarah Denis, Planning Department, Citywide Policy
Lewis Douglas, Public Works Department
Dawn Kamalanathan, Planning Director, Recreation and Park Department
Ellen Levin, SFPUC Director of Water Resources
Sarah Minick, Stormwater Management and Planning, SFPUC
Arleen Navarret, Manager, SFPUC Wastewater Planning and Regulatory Compliance Division
Joy L. Navarrete, Senior Environmental Planner, Planning Department
Denis F. O'Leary, Captain, Ingleside Station, Police Department
Lisa Pagan, Project Manager, Economic and Workforce Development, Office of the Mayor
Jessica Range, Planning Department
Michelle Reyes, Planning Division, Recreation and Park Department
Kenneth J. Rich, Associate Planner, Planning Department
Adam Varat, Planner, Planning Department
Andy Zanoff, Captain, Administrative Division, Fire Department

REDEVELOPMENT CONSULTANTS (SEIFEL CONSULTING INC.)

Abbie Conlee, Managing Consultant
Marie Munson, Managing Consultant
Helen Oliver, Managing Consultant

OTHERS

David Burch, Environmental Planner, Bay Area Air Quality Management District (BAAQMD)
Paul Cardoni, District Representative, State Projects, San Francisco Unified School District
Barbara J. Cook, P.E., Chief, Northern California Coastal Cleanup Operations Branch, State of California Department of Toxic Substances Control (DTSC)
Brad Drda, Environmental Manager, SF Recycling and Disposal Inc.
Beth Goldstein, Hydroconsult Engineers

Jillian E. Gulderbrein, Researcher I, California Historical Resources Information System (CHRIS) Northwest Information Center (NWIC)
Virginia Lasky, Project Manager, State of California Department of Toxic Substances Control (DTSC)
Ilaria Salvadori, Urban Designer, Van Meter Williams Pollack
Jonathan Scharfman, Land Development Director, Universal Paragon Corporation
John Swiecki, Principal Planner, City of Brisbane
Karen M. Toth, P.E., Supervising Hazardous Substances Engineer I, State of California Department of Toxic Substances Control (DTSC)

19.2 EIR TEAM

SAN FRANCISCO REDEVELOPMENT AGENCY
AND CITY AND COUNTY OF SAN FRANCISCO

Tom Evans, Lead Planner, Redevelopment Agency
Stanley Muraoka, Environmental Review Officer, Redevelopment Agency
Joy L. Navarrete, Senior Environmental Planner, Planning Department
Kenneth J. Rich, Associate Planner, Planning Department
Lisa Zayas-Chien, Project Manager, Redevelopment Agency

WAGSTAFF AND ASSOCIATES
Urban and Environmental Planners; Prime Contractor

John Wagstaff, Principal-in-Charge
Ray Pendro, Project Manager
Natalie Macris, Senior Contract Planner
Steve Ridone
Toni Fricke

DMJM HARRIS/AECOM
Transportation Consultants

Timothy Erney, AICP/PTP, Transportation Engineering Department Manager
Aruna Bodduna, Transportation Engineer

ILLINGWORTH & RODKIN, INC.
Acoustical Consultants

Rich Rodkin, Principal-in-Charge
Dana Lodico, P.E., Project Scientist

DON BALLANTI
Certified Consulting Meteorologist

ANDY LEAHY, P.E.
Hydrology and Utilities Consultant

ENVIRONMENTAL VISION
Visual Simulation Consultants

Marsha Gale, Principal
Chuck Cornwall, Principal

SIXTH STREET STUDIO
Graphics

Valerie Reichert, Graphic Designer

RON TEITEL, GRAPHIC DESIGNER
Graphics

20. APPENDICES

20.1 Notice of Preparation and Initial Study
20.2 CEQA Standards for EIR Adequacy
20.3 CEQA Definition of "Mitigation"
20.4 Historical Resources Technical Report

APPENDIX 20.1

NOTICE OF PREPARATION AND INITIAL STUDY

San Francisco
Redevelopment Agency

One South Van Ness Avenue
San Francisco, CA 94103

415.749.2400

GAVIN NEWSOM, Mayor

Richard H. Peterson, Jr., President
London Breed, Vice President
Francee Covington
Leroy King
Ramon E. Romero
Darshan Singh
Benny Y. Yee

Marcia Rosen, Executive Director

NOTICE OF PREPARATION

110-00510-07-000

To: Responsible Agencies, Trustee Agencies, and Other Interested Parties

Subject: **Notice of Preparation of a Draft Environmental Impact Report for the proposed Visitacion Valley Redevelopment Program**[1]

From: San Francisco Redevelopment Agency

Street Address: 1 South Van Ness Avenue, Fifth Floor

City/State/Zip: San Francisco, California 94103

Contact: Tom Evans, Lead Planner

Pursuant to the California Environmental Quality Act (CEQA), the San Francisco Redevelopment Agency and the City and County of San Francisco Planning Department will be the Co-Lead Agencies and will prepare a Draft Environmental Impact Report (DEIR) for the proposed project identified below. We are interested in the views of your agency or organization as to the appropriate scope and content of the DEIR's environmental information pertaining to your agency's statutory responsibilities in connection with the proposed project.

The proposed project, its location, and its potential environmental effects are described in the attached Initial Study.

Due to the time limits mandated by state law, your response must be sent at the earliest possible date but ***not later than 30 days*** after receipt of this notice.

Please send your response to the San Francisco Redevelopment Agency, Attention: Tom Evans, Lead Planner, 1 South Van Ness Avenue, Fifth Floor, San Francisco, California 94103. Please provide a contact name for your agency or organization with your comments.

Project Title: Visitacion Valley Redevelopment Program

Project Applicant: San Francisco Redevelopment Agency

Project Description: The San Francisco Redevelopment Agency and San Francisco Planning Department are proposing to adopt and implement a redevelopment program for San Francisco's Visitacion Valley neighborhood to overcome adverse blighting influences, facilitate improved housing opportunities and improved neighborhood-serving commercial development in Visitacion Valley. The proposed redevelopment program (the "project") includes adoption and implementation of a Redevelopment Plan, a set of General Plan and zoning code revisions, and other actions to facilitate re-use of the dormant Schlage Lock property along the east side of Bayshore Boulevard, redevelop properties along the opposite (west) side of Bayshore Boulevard, and revitalize Leland Avenue. The proposed Redevelopment Plan component of the program is intended to improve physical and economic conditions in the project area that cannot reasonably be expected to be alleviated without redevelopment assistance.

Project Area: The proposed boundaries of the area, which is the focus of the CEQA "project" referred to in this NOP, is the Visitacion Valley "Survey Area" boundary, designated by the San Francisco Board of Supervisors in June 2005 to initiate the necessary studies and actions required under California Redevelopment Law to determine the appropriateness of adopting an associated Redevelopment Plan.

Project Location: The project area is comprised of approximately 46 acres, located on both sides of Bayshore Boulevard roughly between Sunnydale Avenue and Blanken Avenue, and Leland Avenue generally between Rutland Street and Bayshore Boulevard, in San Francisco's Visitacion Valley neighborhood.

DEIR Scope: The Redevelopment Agency has prepared an Initial Study in CEQA-recommended format to focus the EIR on potentially significant effects. The Initial Study is available from the Redevelopment Agency at One South Van Ness Avenue or on the Redevelopment Agency's website: www.sfgov.org/sfra.

Notice of Scoping Meeting: Pursuant to CEQA Guidelines section 15082(c) (Notice of Preparation and Determination of Scope of EIR), the Redevelopment Agency will conduct a scoping meeting for the purpose of soliciting views of adjacent jurisdictions, responsible agencies, agencies with jurisdiction by law, trustee agencies, and interested parties requesting notice, as to the appropriate scope and content of the EIR.

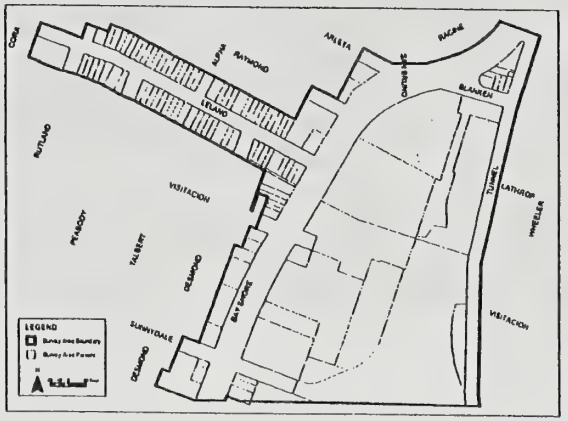
The Visitacion Valley EIR scoping meeting will be held on February 26, 2007 at 10:00 AM, at One South Van Ness Avenue, Fifth Floor, Room 5080.

Please contact Tom Evans, Lead Planner, for further information.

01/31/07

Date

Tom Evans, Lead Planner
Telephone: (415) 749-2539
FAX: (415) 749-2524
E-Mail: Tom.Evans@sfgov.org



Visitacion Valley Survey Area Boundary Map

Case No. ER01.02.07

[1] *References:* California Code of Regulations, Title 14, (CEQA Guidelines) Sections 15082(a), 15103, 15163, and 15375.

San Francisco
Redevelopment Agency

One South Van Ness Avenue
San Francisco, CA 94103

415 749 2400

GAVIN NEWSOM, Mayor

Richard H. Peterson, Jr., President
London Breed, Vice President
Francee Covington
Leroy King
Ramon E. Romero
Darshan Singh
Benny Y. Yee

Marcia Rosen, Executive Director

INITIAL STUDY FOR THE PROPOSED VISITACION VALLEY REDEVELOPMENT PROGRAM

Case No. ER01.02.07

1. **Project Title:** **Visitacion Valley Redevelopment Program**

2. **Co-Lead Agencies:**

San Francisco Redevelopment Agency
1 South Van Ness Avenue, Fifth Floor
San Francisco, CA 94103

Planning Department, City and County of San Francisco
1660 Mission Street, Fifth Floor
San Francisco, CA 94103

3. **Contact Person and Phone Number:**

Tom Evans, Lead Planner
San Francisco Redevelopment Agency
Telephone: (415) 749-2539
FAX: (415) 749-2524
E-Mail: Tom.Evans@sfgov.org

4. **Prepared by:**

John Wagstaff, Principal
Wagstaff and Associates
2512 Ninth Street, Suite 5
Berkeley, CA 94710

5. **Project Overview:**

The San Francisco Redevelopment Agency and San Francisco Planning Department are proposing to adopt and implement a redevelopment program for San Francisco's Visitacion Valley neighborhood to overcome adverse blighting influences and facilitate improved housing opportunities and improved neighborhood-serving commercial development in Visitacion Valley. The proposed redevelopment program (the "project") includes adoption and implementation of a Redevelopment Plan, a set of General Plan and zoning revisions, and other actions to facilitate re-use of the dormant Schlage Lock property along the east side of Bayshore Boulevard, revitalize properties along the opposite (west) side of Bayshore Boulevard, and revitalize Leland Avenue.

6. **Project Background:**

In 1999, the Ingersoll Rand Company, the corporate parent of the Schlage Lock Company, decided to close its longstanding Schlage Lock manufacturing operation on the east side of Bayshore Boulevard in Visitacion Valley. The Schlage Lock facility remains vacant today.

Since early 2000, the San Francisco Board of Supervisors and the San Francisco Planning Department have been conducting a major community-based planning effort to re-examine land use controls and

consider other means of revitalizing the city's eastern neighborhoods. Residents, business and property owners, and other stakeholders in five eastern neighborhood districts where housing and industry co-mingle—the Mission, South of Market, Showplace Square-Potrero-Central Waterfront, South Bayshore (Bayview Hunters Point), and Visitacion Valley--have been taking part in Planning Department-conducted community workshops to determine the future character of their neighborhoods. This broad neighborhood planning process is described in detail in a separate report issued by the Planning Department in February 2002 entitled *Profiles in Community Planning Areas: San Francisco's Eastern Neighborhoods.*

In 2002, within the context of its eastern neighborhoods planning effort, the Board of Supervisors directed the Planning Department to engage in a community-based planning process to formulate a vision for the future re-use of the dormant Schlage Lock property and other adjacent underutilized industrial lands on the east side of Bayshore Boulevard, including parcels owned by the Union Pacific Railroad and Universal Paragon Corporation. These properties include identified concentrations of soil and groundwater contamination from previous industrial activities which are currently undergoing remediation.

In the Spring of 2002, after an intensive series of community workshops, the Planning Department released the *Visitacion Valley Schlage Lock Strategic Concept Plan* (the "Concept Plan") for the Schlage Lock property and vicinity. The Concept Plan calls for the redevelopment of the approximately 20-acre Concept Plan sub-area with a mix of residential, neighborhood-serving commercial, mixed use commercial/residential and public open space uses, including approximately 600 to 800 units of new housing and a supermarket, organized around a new, pedestrian-friendly internal circulation system connecting the sub-area to the adjacent Visitacion Valley street grid. The Concept Plan assumes that development phasing would be governed by the progress of ongoing contaminant remediation. The Concept Plan also calls for the revitalization of the adjacent Leland Avenue corridor generally between Rutland Avenue and Bayshore Boulevard, and revitalization of properties fronting on the west side of Bayshore Boulevard opposite the Concept Plan sub-area.

In order to advance the Concept Plan and other Visitacion Valley revitalization goals, the San Francisco Board of Supervisors, on June 7, 2005, passed Resolution 424-05, sponsored by Supervisor Sophie Maxwell, designating a Visitacion Valley "Survey Area"[1] (see Figure 2 herein) and urging the San Francisco Redevelopment Agency (the "Agency") to carry out the studies and other actions required under California Community Redevelopment Law to determine the appropriateness of adopting a Redevelopment Plan for the Survey Area. The Redevelopment Agency is now in the process of drafting the necessary plans, financial assessments, legal documents, reports to the Agency, and implementation program for the potential Redevelopment Plan. The Redevelopment Agency and the Planning Department are also now in the process of identifying appropriate amendments to the San Francisco General Plan and associated changes to the San Francisco Planning Code (zoning) for selected portions of the project area, drafting streetscape improvement plans for Leland Avenue, and preparing the necessary CEQA documentation for the overall redevelopment program.

7. **Terminology:** As used in this Initial Study, the CEQA term "project" is defined to mean the proposed overall redevelopment program for the portion of the Visitacion Valley neighborhood located within the adopted Survey Area, including the proposed Redevelopment Plan as well as the anticipated planning code amendments, General Plan revisions, and other actions to implement and facilitate revitalization of the neighborhood according to the Concept Plan. Similarly, as used in this Initial Study, the CEQA "project" within which the proposed redevelopment program will occur is bounded by the Visitacion Valley Survey Area boundary designated by the Board of Supervisors on June 7, 2005 (hereafter referred to as the "project area").

8. **Project Area Location:** As illustrated by Figure 1, the project area is located in the eastern neighborhood area of San Francisco. As illustrated by Figure 2, the project area is comprised of approximately 35 acres extending on both sides of Bayshore Boulevard roughly between Sunnydale

[1] Under state law, before a redevelopment plan can be adopted, the Board of Supervisors must adopt a resolution designating the potential redevelopment project area as a "Survey Area." This action provides a legal framework by which the Redevelopment Agency can determine and document the nature of the economic and physical problems in the Survey Area, work with the community to develop a plan aimed at eliminating these problems, and determine whether adoption of a Redevelopment Plan should be one of the methods of addressing such problems.

Avenue and Blanken Avenue. The largest portion of the project area, the Concept Plan sub-area, includes approximately 20 acres located east of Bayshore Boulevard, bounded on the east by Tunnel Avenue and on the south by the county line (sees Figure 2). This sub-area includes the dormant Schlage Lock property and other underutilized industrial lands. The portion of the project area on the west side of Bayshore Avenue is comprised of primarily general commercial, residential and mixed use (commercial-residential) parcels fronting on the west side of Bayshore Boulevard, and neighborhood commercial, residential and mixed use (commercial-residential) parcels fronting along both sides of Leland Avenue extending generally to Rutland Avenue.

9. Project Co-Sponsors' Names and Addresses: San Francisco Redevelopment Agency, 1 South Van Ness, San Francisco, CA, 94102; contact: Tom Evans, Lead Planner; and City and County of San Francisco Planning Department, 1660 Mission Street, San Francisco, CA, 94103; contact: Kenneth J. Rich, Associate Planner.

10. Zoning: Current San Francisco Planning Code designations for the project area are illustrated on Figure 3.

Prior to August 2002, the Concept Plan sub-area on the east side of Bayshore Boulevard was designated "M-1," Light Industrial District, and "M-2," Heavy Industrial District. In August 2002, the San Francisco Board of Supervisors imposed interim zoning controls on the Schlage Lock property which had the effect of changing the existing "M-1" industrial zoning district to "NC-3," Moderate-Scale Neighborhood Commercial District, and specified a maximum neighborhood commercial floor area total for the property of 50,000 square feet. The interim change expired in March 2003 and the zoning designation for the property reverted back to "M-1."

The existing zoning designation for parcels fronting on the west side of Bayshore Boulevard is "NC-3," Moderate-Scale Neighborhood Commercial District, and for parcels fronting on either side of Leland Avenue is "NC-2," Small-Scale Neighborhood Commercial District.

11. Description of Project: The proposed Visitacion Valley redevelopment program (the "project ") requires adoption and implementation of the following primary components:

(1) The adoption by the Board of Supervisors of amendments to San Francisco General Plan designations and associated changes to the San Francisco Planning Code necessary to facilitate appropriate revitalization activity in the project area, including the land use, urban design and revitalization concepts described in the community-derived Concept Plan; and

(2) The adoption by the Redevelopment Agency and the Board of Supervisors (as the legislative body of the City and County of San Francisco) of a *Visitacion Valley Redevelopment Plan* which would establish a Visitacion Valley Redevelopment Project Area and authorize the Agency to engage in a range of redevelopment assistance activities in the Redevelopment Project Area aimed at reducing blighting conditions and facilitating increased private investment and development consistent with the revised General Plan and Planning Code provisions.

The overall objective of the Visitacion Valley redevelopment program is to formulate and carry out a set of long-term revitalization actions within the project area aimed at reducing blight, improving housing opportunities, encouraging improved neighborhood-serving commercial development, facilitating increased private economic investment and generally improving physical and economic conditions that cannot reasonably be expected to be alleviated without redevelopment assistance.

It is estimated that the proposed combination of Redevelopment Plan activities and General Plan/Planning Code changes in the project area would facilitate a net increase of approximately 1,600 units of housing,130,000 square feet of commercial space, and 25,000 square feet of neighborhood cultural, institutional and educational space.

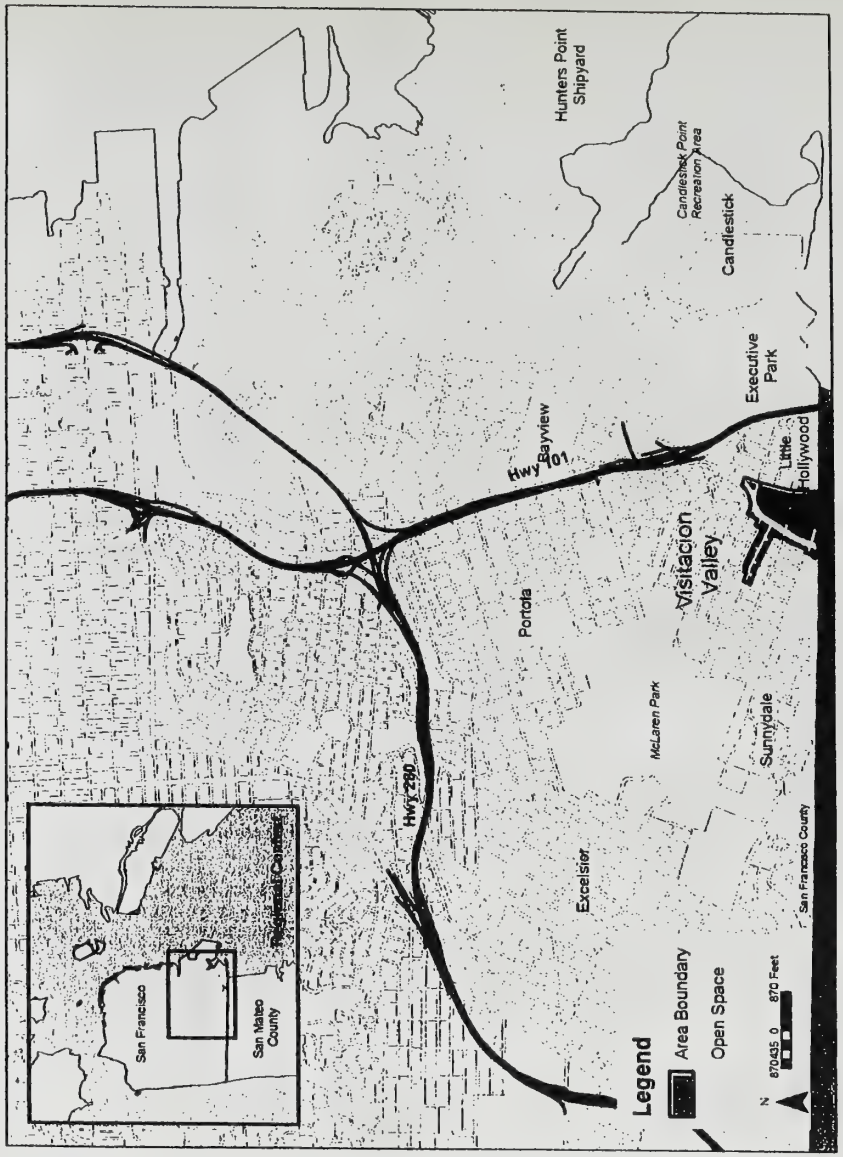


Figure 1 – Project Location
Visitacion Valley Redevelopment Program

Figure 2 – Visitacion Valley Survey Area Boundary
Visitacion Valley Redevelopment Program

San Francisco Redevelopment Agency

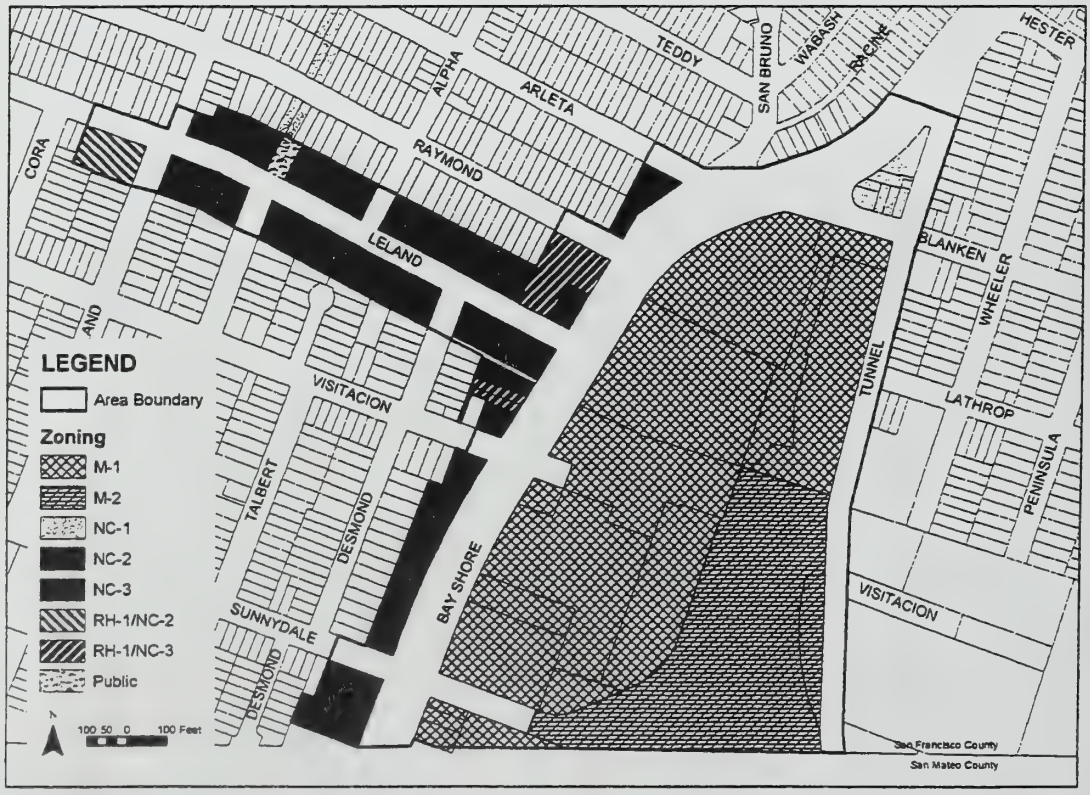


Figure 3 – Existing Zoning in Survey Area
Visitacion Valley Redevelopment Program

San Francisco Redevelopment Agency

California Redevelopment Law stipulates that the Redevelopment Plan and any subsequent development must be consistent with the community's adopted General Plan. The land use and urban design revitalization concepts envisioned for the project area, including the residential, neighborhood-serving commercial, mixed use (residential-commercial) and public open space development scenario envisioned for the Concept Plan sub-area, is inconsistent with previously adopted Planning Code designations and portions of the San Francisco General Plan. Implementation of these land use and urban design concepts would therefore be contingent upon approval of the proposed General Plan amendments and associated Planning Code changes actions prior to adoption of the proposed Redevelopment Plan.

12. Surrounding Land Uses and Setting: The project area adjoins the existing San Francisco residential neighborhoods of Visitacion Valley to the west and north and Little Hollywood to the east. Solid waste disposal and recovery facilities operated by three refuse companies are also located immediately to the east. The south edge of the project area is delineated by the City and County of San Francisco/San Mateo County-City of Brisbane boundary line. South of this boundary are the underutilized Baylands area currently occupied by dormant rail yards and industrially-zoned lands, the new Caltrain Bayshore Station, and the site of the planned southern terminus of the new Muni Third Street Light Rail Line. This adjoining area is the subject of a new Baylands Specific Plan formulation effort now underway by the City of Brisbane.

13. Other Public Agencies Whose Approval is Required: The proposed redevelopment program, including the zoning code amendments, other land use controls and the Redevelopment Plan would require approval by the San Francisco Planning Commission, the San Francisco Redevelopment Agency Commission, and finally by the San Francisco Board of Supervisors.. Approvals by other public agencies would not be required for these documents; however some implementation elements of the redevelopment programs such as subdivision maps, infrastructure plans, new streets designs, and new park plans will require review by other San Francisco city departments.

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED:

The environmental factors checked below would be potentially affected by this project, involving at least one impact that is a "Potentially Significant Impact" as indicated by the checklist on the following pages.

☒ Aesthetics	☒ Hazards & Hazardous Materials	☒ Public Services
☐ Agricultural Resources	☒ Hydrology/Water Quality	☒ Recreation
☒ Air Quality	☒ Land Use/Planning	☒ Transportation/Traffic
☐ Biological Resources	☐ Mineral Resources	☒ Utilities/Service Systems
☒ Cultural Resources	☒ Noise	☐ Wind/Shadows
☐ Geology/Soils	☒ Population/Housing	☒ Mandatory Findings of Significance

A description of project's potentially significant environmental impacts is attached to and incorporated as a part of this Initial Study.

EFFECTS FOUND NOT TO BE POTENTIALLY SIGNIFICANT:

On the basis of the Initial Study evaluation, the proposed project would not have a significant adverse effect on the environment for the following environmental factors: scenic resources; agricultural resources; wind and shadow effects; biological resources; paleontological resources; geology and soils; mineral resources and air traffic. These environmental factors are discussed in the Initial Study and require no further environmental analysis.

DETERMINATION:

On the basis of this initial evaluation:

☐ I find that the proposed project **COULD NOT** have a significant effect on the environment, and a **NEGATIVE DECLARATION** will be prepared.

☐ I find that although the proposed project **COULD** have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. **A MITIGATED NEGATIVE DECLARATION** will be prepared.

☒ I find that the proposed project **MAY** have a significant effect on the environment, and an **ENVIRONMENTAL IMPACT REPORT** is required.

☐ I find that the proposed project **MAY** have a "potentially significant impact" or "potentially significant unless mitigated impact" on the environment, but at least one effect (1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and (2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets, if the effect is a "potentially significant impact" or "potentially significant unless mitigated impact." An **ENVIRONMENTAL IMPACT REPORT** is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project **COULD** have a significant effect on the environment, because all potentially significant effects (1) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (2) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, **nothing further** is required.

Signature: _____ Date: 01/31/07

Tom Evans, Lead Planner
San Francisco Redevelopment Agency

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

ENVIRONMENTAL IMPACTS:

The following environmental factors were assessed for potential adverse environmental impacts based on the project description, field observations, experience and expertise of the Initial Study preparers on similar projects, and review of prior environmental review of development projects in the project vicinity. Additional sources for this Initial Study are cited in the relevant sections of the analysis.

I. **AESTHETICS.** *Would the project:*

a) *Have a substantial adverse effect on a scenic vista?*	☒	☐	☐	☐

Explanation: The proposed Visitacion Valley redevelopment program includes actions to facilitate: (1) new residential, neighborhood commercial, mixed use and public open space development in the *Visitacion Valley Schlage Lock Strategic Concept Plan* (Concept Plan) sub-area, which is an approximately 20-acre portion of the project area, (2) residential and commercial revitalization along Bayshore Boulevard and Leland Avenue; and (3) associated improvements throughout the project area. The land use and urban design revitalization concepts envisioned for the project area, including the residential, neighborhood-serving commercial, mixed use (residential-commercial) and public open development scenario envisioned for the Concept Plan subarea, are inconsistent with previously adopted General Plan and Planning Code designations. Implementation of these land use and urban design concepts would therefore require approval of proposed General Plan amendment and associated Planning Code change actions to revise such development and urban design controls as land use, building height, building frontage and coverage, street standards, architectural standards, and signage standards.

A primary objective of the proposed changes in development controls and the proposed improvement actions is to improve the image and aesthetic qualities of the project area and the Visitacion Valley community as a whole, including the creation of a new, pedestrian-friendly circulation system in the Concept Plan sub-area connecting with the surrounding Bayshore Boulevard/Leland Avenue street grid. Nevertheless, buildout of the project area, including the Concept Plan subarea, under the new development and design controls would alter existing views from adjacent and surrounding vantage points, including through-travel routes (e.g., Bayshore Boulevard, Leland Avenue) and adjacent neighborhood vantage points. The anticipated intensification of development over existing conditions in the project area could result in visual disruptions and distractions, and adverse effects on scenic vistas. The EIR will address this issue.

b) *Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?*	☐	☐	☐	☒

Explanation: The proposed redevelopment program would not damage scenic resources within a state scenic highway, either directly (e.g., through proposed development) or indirectly (e.g., through roadway improvements required to mitigate potential traffic impacts of the proposed project). There are no state-designated scenic highways near the project area (U.S. 101 is located approximately one-half mile east of the project area's eastern boundary; this U.S. 101 segment is not within a state-designated scenic highway).

c) *Substantially degrade the existing visual character or quality of the site and its surroundings?*	☒	☐	☐	☐

Explanation: See item I.a above. The proposed redevelopment program is intended to facilitate development of residential, neighborhood commercial, and mixed use in-fill development in the project area, including the Concept Plan sub-area, as well as residential and commercial revitalization in the existing Leland/Bayshore commercial district. As project-facilitated revitalization occurs, the visual character of the project area and its surroundings may change significantly. The Concept Plan sub-area, in particular, is expected to be substantially redeveloped with new buildings. The EIR will include an evaluation of these changes to determine whether they may substantially degrade the existing visual character of the project area and its surroundings.

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

d) *Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?*	☒	☐	☐	☐

Explanation: Although the Visitacion Valley community is an already urbanized area with a myriad of exterior lighting and nighttime illumination, nighttime lighting associated with new, project-facilitated development, especially within the Concept Plan sub-area, could have adverse effects on nighttime views of and within the project area from internal and surrounding neighborhood vantage points. The EIR will address this issue.

II. **AGRICULTURE RESOURCES.** *(In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Dept. of Conservation as an optional model to use in assessing impacts on agriculture and farmland.) Would the project:*

a) *Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?*	☐	☐	☐	☒

Explanation: No existing agricultural uses are located in or near the project area. The County of San Francisco is not included on the maps of important farmland prepared biannually by the California Department of Conservation (a department of the California Resources Agency) (Source: 72 Townsend Street Project Initial Study, San Francisco Redevelopment Agency et al., January 5, 2006; in reference to "Important Farmland in California, 2002" [map], California Department of Conservation, Division of Land Resource Protection, Farmland Mapping and Monitoring Program, August 2004, pp. 17 & 18). The redevelopment program would not result in conversion of any existing farmland or have an impact on existing agricultural resources.

b) *Conflict with existing zoning for agricultural use, or a Williamson Act contract?*	☐	☐	☐	☒

Explanation: No portion of the project area is zoned for agricultural use, nor is any portion of the area under a Williamson Act contract.

c) *Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland to non-agricultural use?*	☐	☐	☐	☒

Explanation: See item II.a above.

III. **AIR QUALITY.** *(Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations.) Would the project:*

a) *Conflict with or obstruct implementation of the applicable air quality plan?*	☒	☐	☐	☐

Explanation: Land use and circulation changes facilitated by the proposed redevelopment program could generate increases in point source and vehicular air emissions. The EIR will evaluate these potential increases and associated impacts on local and regional air emissions in relation to applicable Bay Area Air Quality Management District (BAAQMD), State of California, and Federal Clean Air Act guidelines and standards.

b) *Violate any air quality standard or contribute substantially to an existing or projected air quality violation?*	☒	☐	☐	☐

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

Explanation: Land use and circulation changes facilitated by the redevelopment program, and associated increases in local vehicular trips and traffic congestion, could contribute to a deterioration of local and regional air quality. See item III.a above.

c) *Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?* ☒ ☐ ☐ ☐

Explanation: See items III.a and III.b above.

d) *Expose sensitive receptors to substantial pollutant concentrations?* ☒ ☐ ☐ ☐

Explanation: Redevelopment program-facilitated future construction activities in the project area could lead to temporary air quality impacts (e.g., construction particulate and diesel emissions) on adjacent or nearby sensitive receptors, including existing residences within the project area and in the adjacent vicinity. Also, there may be sensitive receptors (e.g., residential frontages and/or schools) along local driving routes which may be subject to increased, project-related traffic, traffic congestion, and associated air emissions increases. The EIR will address these issues.

e) *Create objectionable odors affecting a substantial number of people?* ☒ ☐ ☐ ☐

Explanation: Redevelopment program-facilitated new commercial development involving food service (e.g., restaurants), auto repair, or other activities could result in localized objectionable odors. There may also be temporary objectionable odors related to redevelopment program-related building demolition and construction equipment operation. The EIR will address these issues.

IV. **WIND/SHADOWS.** Would the project:

a) *Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?* ☐ ☐ ☒ ☐

Explanation:

i) Wind: Winds in San Francisco are generally from the west, off the Pacific Ocean. Wind speeds, in general, are greatest in the spring and summer, and least in fall. Daily variation in wind speed is evident, with the strongest wind in the late afternoon and lightest winds in the morning. Ground-level wind accelerations near buildings are controlled by exposure, massing and orientation.

Exposure provides opportunities for large structures to redirect wind flows down to street level. Taller buildings have greater exposure to high wind speeds. Massing is important in determining wind impact because it controls how much wind is intercepted by the structure and whether building-generated wind accelerations occur above ground or at ground level. A general rule is that the more complex the building is geometrically, the lesser the probable wind impact at ground level. Orientation determines how much wind is intercepted by the structure, a factor that directly determines wind acceleration.

The project area is outside the areas of the city specifically regulated by the Planning Code (Sections 148, 249.1(a)(3), 243(c)(8), and 263.11(c)) for measurements of specific comfort criteria at the ground level. The project is located on the eastern side of San Francisco and the climate is relatively more comfortable than other parts of the city with higher average temperatures and partial shelter from wind and fog coming off the Pacific Ocean.

The project would result in the development of many new buildings, but none of the proposed structures would exceed 100 feet, thus minimizing their exposure to high winds. Most of the proposed building mass in the project area would be limited to 3 to 5 stories. In the Concept Plan Sub-area, the project would extend existing streets into the site resulting in less continuous building mass than the existing buildings. Additionally new mixed use buildings proposed by the project will be more articulated than the current industrial structures. Thus the new buildings proposed by the project would not create a significant impact on ground level conditions and pedestrian comfort. (Source: Draft Environmental Impact Report: Bayview Hunters Point Redevelopment Projects and Zoning, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, pp. III.G-1–.G5)

ii) Shadow: Section 295 of the *San Francisco Planning Code* was adopted in response to Proposition K (passed November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. *Planning Code* Section 295 restricts net new shadow on public open spaces under the jurisdiction of, or to be acquired by, the San Francisco Recreation and Park Department by any structure exceeding 40 feet unless that Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be less than significant. No buildings greater than 40 feet would be permitted along Leland Avenue. However along the west side of Bayshore Boulevard and within the Concept Plan Sub-area height limits may exceed 40 feet.

The closest public open spaces or other properties under the jurisdiction of, the San Francisco Recreation and Park Department to the project area include: Hans Schiller Plaza, a portion of the Visitacion Valley Greenway, is within the project area; the Visitacion Valley Community Center, which sits immediately adjacent to the northwestern portion of the project area; Visitacion Playground, located 100 feet west of the project area; and Little Hollywood Park, located 750 feet to the east of the Concept Plan sub-area. New shadows created by individual building within the project area may impact existing public open space under the jurisdiction of the San Francisco Recreation and Park Department. However, since all new development in the project area would be subject to *Planning Code* - Section 295 requiring shadow studies to determine potential impacts on open spaces, no additional study or mitigation would be necessary to avoid significant impacts to San Francisco Recreation and Park properties.
(Source: http://www.sfgov.org/site/uploadedfiles/recpark/SF_RecPark_Map(2).pdf, accessed January 31, 2007)

V. **BIOLOGICAL RESOURCES.** *Would the project:*

a) *Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?* ☐ ☐ ☐ ☒

Explanation: The project area is comprised of and adjoins a fully developed urban environment. The project area does not contain any known habitat for rare, endangered, or other special-status plant or animal species, nor is the project area designated for preservation, conservation, wildlife habitat protection, or wetland protection. The proposed redevelopment program would not substantially affect or substantially diminish any plant or animal habitat.

b) *Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?* ☐ ☐ ☐ ☒

Explanation: See item V.a above.

c) *Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of* ☐ ☐ ☐ ☒

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?				

Explanation: See item V.a above.

d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☐	☐	☒

Explanation: The project area is comprised of and adjoins a fully developed urban environment and is not utilized by resident or migratory fish or wildlife species, nor would the proposed project interfere with the movement or activities of such species.

e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	☐	☒

Explanation: The proposed project would not conflict with any local policies or ordinances protecting biological resources. The project would facilitate introduction of additional trees and landscaping in the project area, including within the Concept Plan sub-area and along Leland Avenue and Bayshore Boulevard.

f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved, local, regional, or state habitat conservation plan?	☐	☐	☐	☒

Explanation: The project area is located in an urbanized environment that is not subject to any adopted habitat conservation plan or natural community conservation plan.

VI. **CULTURAL RESOURCES.** *Would the project:*

a) Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines section 15064.5?	☒	☐	☐	☐

Explanation: The project area may contain significant historical resources as defined by CEQA Guidelines section 15064.5(a), possibly including portions of the Schlage Lock property, the Bayshore Cutoff railroad tunnel (which runs under Blanken Avenue), and structures on Leland Avenue and Bayshore Boulevard. Redevelopment program-facilitated revitalization activities, including changes and intensification of land uses in portions of the project area, could affect one or more of these possibly historic resources. The EIR will address this issue.

b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to CEQA Guidelines section 15064.5?	☒	☐	☐	☐

Explanation: If not mitigated, development facilitated by the redevelopment program could destroy one or more as yet unidentified and/or unrecorded significant prehistoric archaeological sites in the project area. See also item VI.d below. The EIR will address this issue.

c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic	☐	☒	☐	☐

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
feature?				

Explanation: The project area is located in an urbanized environment that does not include any identified unique geological features. No paleontological resources have been identified or indicated in the project area or immediate vicinity. Although the potential for encountering paleontological resources on the project site is considered low, any destruction of unique paleontological resources during earthmoving activities would be a potentially significant impact. Implementation of the following measure would reduce this potential impact to a less than significant level:

> **Mitigation Measure CR-1:** If any paleontological resources are encountered during site grading or other construction activities, all ground disturbances shall be halted until the services of a qualified paleontologist can be retained to identify and evaluate the resource(s) and, if necessary, recommend mitigation measures to document and prevent any significant adverse effects on the resource(s).

d) Disturb any human remains, including those interred outside of formal cemeteries?	☒	☐	☐	☐

Explanation: There are no formal cemeteries located within the project area; however, the project area may contain as yet unknown cultural resources, including human remains that could be altered, damaged, or destroyed by future, project-facilitated land development activity. See item VI.b above. The EIR will address this issue.

VII. **GEOLOGY AND SOILS.** *Would the project:*

a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:				
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.)	☐	☐	☐	☒

Explanation: There are no known active faults traversing the project area, and therefore no impacts from fault rupture are expected. However, the project area is within a seismically active region and could experience strong seismic ground shaking and related effects in the event of an earthquake on one of the identified active or potentially active faults in the region (e.g., San Andreas fault, Hayward fault, Calaveras fault). By law, all project development would be required to comply with the most stringent applicable seismic design provisions of the latest Uniform Building Code (UBC) as well as with the seismic safety performance standards of the *San Francisco Building Code*. In addition, the San Francisco Department of Building Inspection (DBI), in its review of substantial building permit applications, may require individual project sponsors to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act; the report would assess the nature and severity of on-site ground shaking hazards and recommend project design and construction features to reduce the hazards. To ensure compliance with all applicable building code provisions regarding structural safety, when the DBI reviews the geotechnical report and building plans for a development proposal, the DBI determines the necessary project engineering and design features to reduce potential structural damage from ground shaking. (Source: Draft Environmental Impact Report: Bayview Hunters Point Redevelopment Projects and Zoning, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, pp. III.L-15–III.L-17.)

Because these seismic shaking precautionary procedures are mandated under existing DBI requirements, no additional geotechnical mitigation would be necessary to avoid significant damage to structures from ground shaking and related effects.

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

Project-facilitated future alteration, renovation, or replacement of existing structures would not change the existing seismic, geological, or soil characteristics of the project area. Redevelopment program-facilitated seismic upgrading of existing structures, or their replacement with new structures built to *San Francisco Building Code* standards, would improve the overall seismic safety of the project area, which would be considered a benefit of the proposed project.

ii) Strong seismic ground shaking? ☐ ☐ ☒ ☐

Explanation: See response to VII a)i)

iii) Seismic-related ground failure, including liquefaction? ☐ ☐ ☒ ☐

No portion of the project area is identified as an area prone to potential seismic-induced liquefaction by the California Department of Conservation, Division of Mines and Geology (Source: "Adverse Soil Conditions and Seismic Hazards" map in Draft Environmental Impact Report: Bayview Hunters Point Redevelopment Projects and Zoning, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, p. III.L-10 and State of California, Department of Conservation, Seismic Hazard Zones – City and County of San Francisco Official Map).

The DBI, in its review of building permit applications, may require individual project sponsors to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act. The report would assess the nature and severity of on-site seismic-related ground failure potential (if any) and recommend project design and construction features to reduce such hazards to less-than-significant levels. When the DBI reviews the geotechnical report and building plans for a development proposal, the DBI verifies the necessary project engineering and design features to ensure compliance with all applicable building code provisions regarding seismic-related ground failure potential. Such features might include, but would not be limited to, deep structural foundations and pre-loading of soil. (Source: Draft Environmental Impact Report: Bayview Hunters Point Redevelopment Projects and Zoning, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, p. III.L-21.)

Because such procedures are already authorized under existing DBI requirements, no additional geotechnical measures would be necessary to avoid significant seismic-related ground failure potential.

iv) Landslides? ☐ ☐ ☒ ☐

Explanation: The project area is a relatively flat urban environment covered primarily with paving (e.g., streets, sidewalks, parking areas) and buildings. Bayshore Boulevard in the project area slopes slightly upward toward the north but presents a minimal landslide hazard because the roadway and its bordering properties are almost entirely paved, with minimal natural topographic features. An existing, abrupt grade separation between the northeastern edge of the Schlage Lock property and the Southern Pacific Railway property near the Bayshore Cutoff tunnel (which runs under Blanken Avenue) is reinforced with an existing reinforced concrete retaining wall.

No portion of the project area is identified as an area of potential landslide by the California Department of Conservation, Division of Mines and Geology (Source: "Adverse Soil Conditions and Seismic Hazards" map in Draft Environmental Impact Report: Bayview Hunters Point Redevelopment Projects and Zoning, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, p. III.L-10 and State of California, Department of Conservation, Seismic Hazard Zones – City and County of San Francisco Official Map).

The DBI, in its review of building permit applications, may require individual project sponsors to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act; as necessary, such reports would assess the nature and severity of on-site landslide hazards (if any) and recommend project design and construction features to reduce such hazards to less-than-significant levels. To ensure compliance with all applicable building code provisions regarding landslide potential, when the DBI reviews such geotechnical

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

reports and building plans for a development proposal, the DBI determines the necessary project engineering and design features to reduce landslide potential. Such features might include, but are not limited to, flattening slopes and/or unloading the top of slopes, improving drainage, constructing retaining structures near the toes of affected slopes, or importing soil material. (Source: Draft Environmental Impact Report: Bayview Hunters Point Redevelopment Projects and Zoning, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, pp. III.L-15–III.L-20.)

Because such procedures are already authorized under existing DBI requirements, no additional geotechnical measures would be necessary to avoid significant landslide potential.

b) Result in substantial soil erosion or the loss of topsoil? ☐ ☐ ☒ ☐

Explanation: Construction facilitated by the proposed redevelopment program could involve grading or other activities that could temporarily expose disturbed soils to erosion. Project area drainage would continue to drain to the City's combined stormwater drainage and sanitary sewer system, and would be treated to the standards contained in the City's National Pollution Discharge Elimination System (NPDES) Permit. During individual project construction activities, requirements to reduce erosion would be implemented pursuant to *California Building Code* chapter 33 (Excavation and Grading). During individual project operation, projects would be required to comply with all applicable discharge requirements. Because these erosion prevention procedures are mandated under existing City requirements, no additional geotechnical measures would be necessary to avoid significant soil erosion potential.

c) Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse? ☐ ☐ ☒ ☐

Explanation: See items VII.a.i through .iv above.

d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial risks to life or property? ☐ ☐ ☒ ☐

Explanation: The individual project geotechnical studies required by the DBI characterize the site soils and evaluate the potential for expansive soils. As discussed above under items VI.a.I through .iv, compliance with the design recommendations contained in such geotechnical reports, subject to review and approval by the DBI, would ensure that redevelopment program-facilitated building projects would not create a substantial risk to life or property as a result of expansive soils.

e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater? ☐ ☐ ☐ ☒

Explanation: Wastewater from the project area would continue to be discharged into the City's combined stormwater drainage and sanitary sewer system, and conveyed to the Southeast Water Pollution Control Plant (SEWPCP). No septic systems or other alternative wastewater disposal systems would be required.

VIII. **HAZARDS AND HAZARDOUS MATERIALS.**
Would the project:

a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials? ☒ ☐ ☐ ☐

Explanation: Existing project area activity involving the routine transport, use, or disposal of hazardous

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

materials appears to be limited to vehicle repair businesses that temporarily store, then dispose of, used oil and other vehicle fluids in accordance with applicable local, state, and federal laws. The EIR will verify this assumption. Redevelopment program-facilitated new residential and commercial uses could involve the use and disposal of common hazardous substances such as fuels, paint, solvents, fertilizers, and pesticides. Redevelopment program-facilitated development could also involve the demolition of structures that may contain hazardous building materials (e.g., friable asbestos, lead paint).

In particular, the Concept Plan sub-area portion of the project area is known to be affected by soil and groundwater contamination from previous industrial activities and is currently undergoing remediation. The extent and character of the contamination, as well as the effectiveness and status of ongoing remediation activities, would affect the location and timing of new development within the Concept Plan sub-area. The State of California Department of Toxic Substances Control (DTSC), a division of the California Environmental Protection Agency (EPA), is the designated lead agency for determination of clean-up requirements and permissible types of new development within the Concept Plan sub-area. Acceptable clean-up levels will be determined by the DTSC based on the designated future land uses and associated remediation feasibility; for example, if a location is zoned to permit residential use, and can feasibly be cleaned up to residential standards, then those particular clean-up levels would be specified; otherwise, the residential use would not be permitted. Generally identified locations and phasing for future land uses proposed in the Concept Plan area are expected to be more precisely defined as contamination clean-up proceeds. (Source: Visitacion Valley Schlage Lock Community Planning Workshop: Strategic Concept Plan and Workshop Summary, July 2002, pp. 19-21.)

The EIR will address issues of potential project-facilitated transport, use, and disposal of hazardous materials throughout the project area, as well as the potential for project-facilitated demolition of structures possibly containing hazardous building materials; and the status of all identified ongoing soil or groundwater contamination clean-up programs.

b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☒	☐	☐	☐

Explanation: See item VIII.a above.

c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	☒	☐	☐	☐

Explanation: See item VIII.a above. One public school, Visitacion Valley Elementary School (55 Schwerin Street) is located within one-quarter mile of the project area near the western project area boundary. One other public school, Visitacion Valley Middle School (450 Raymond Street), and one private elementary school are also located nearby, but are farther then one-quarter mile from the project area boundary. (Source: San Francisco Unified School District website, www.portal.sfusd.edu, accessed May 19, 2006; and *The Thomas Guide: San Francisco & Marin Counties, Street Guide, 2004.*)

Although the proposed project is not expected to result in any substantial routine handling of hazardous materials, substances, or waste, any project-related demolition and contamination clean-up could require the collection and transport of hazardous materials (e.g., friable asbestos, lead paint, contaminated soil) from the project area to appropriate off-site disposal facilities. The EIR will address these issues.

d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☒	☐	☐	☐

Explanation: The project area may or may not contain a site(s) included on this list; the EIR scope will include completion of an environmental records search to make this determination and address this issue.

e) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☒

Explanation: The project area is approximately six miles north of the San Francisco International Airport. The project area is not located within any airport-related "restricted zone" (e.g., noise exposure/land use compatibility, height limit, airport obstruction) (Source: San Mateo County Comprehensive Airport Land Use Plan: San Francisco International Airport Land Use Plan, City/County Associations of Governments of San Mateo County [C/CAG], December 1996). Therefore, the proposed redevelopment program would not result in any aircraft-related safety hazard for people residing or working in the project area.

f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☒

Explanation: No private airstrip exists in the project area or surrounding vicinity.

g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	☐	☐	☒	☐

Explanation: Redevelopment program-facilitated development would not be expected to physically interfere with any existing emergency response plans. Individual project sponsors would develop an evacuation and emergency response plan in consultation with the Mayor's Office of Emergency Services to ensure coordination between San Francisco's emergency planning activities and the project sponsors' plans to provide for building occupants in the event of an emergency. The project sponsors' plans would be reviewed by the Office of Emergency Services and implemented before the Department of Public Works issues final building permits. Project construction would have to conform to the provisions of the Building and Fire Codes.

h) Expose people or structures to a significant risk of loss, injury or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands?	☐	☐	☒	☐

Explanation: The project area is located in an urbanized setting with almost no wildland fire hazard potential. San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. Existing buildings are required to meet standards contained in these codes. Individual development projects under the Redevelopment program would conform to these standards, including development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hydrant water pressure and emergency access) would be mitigated during the permit review process.

IX. **HYDROLOGY AND WATER QUALITY.** *Would the project:*

a) Violate any water quality standards or waste discharge requirements?	☒	☐	☐	☐

Explanation: The San Francisco Public Utilities Commission (SFPUC) manages the City's wastewater collection, treatment, and disposal system. Redevelopment program-facilitated development in the project area, especially in the Concept Plan sub-area where the most substantial future development activity is anticipated, would increase project area wastewater generation. The project's wastewater would continue to be discharged into the City's combined stormwater drainage and sanitary sewer system, and conveyed to the

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

SFPUC-operated Southeast Water Pollution Control Plant.

In addition, construction period runoff from project-facilitated grading, especially in the Concept Plan subarea, could contribute to the degradation of regional water quality.

The City of San Francisco currently holds a National Pollutant Discharge Elimination System (NPDES) permit adopted by the Regional Water Quality Control Board, San Francisco Bay Region (RWQCB), under the Clean Water Act for regulating discharges of pollutants into "waters of the United States" (i.e., San Francisco Bay). The NPDES permit specifies discharge prohibitions, dry-weather effluent limitations, wet-weather effluent criteria, receiving water limitations, sludge management practices, and monitoring and reporting requirements (Source: Draft Environmental Impact Report: Bayview Hunters Point Redevelopment Projects and Zoning, San Francisco Redevelopment Agency and San Francisco Planning Department, October 19, 2004, p. III.M-14.)

The EIR will address these water quality effects and their relationships to applicable waste discharge and water quality standards requirements.

b) *Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?*	☐	☐	☐	☒

Explanation: The project area is already urbanized and does not provide a source of groundwater or groundwater recharge. Water supply service for the entire project area, including supply, treatment, and delivery, is provided and managed by the SFPUC; there are no plans for potable groundwater development within the project area.

c) *Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site?*	☐	☐	☒	☐

Explanation: The project area is already urbanized with minimal exposed surface soil. Storm drainage discharges from the area are conveyed to San Francisco Bay via an engineered municipal storm drainage system. Although the proposed redevelopment program would facilitate additional development, the project would not substantially change drainage rates, volumes, or patterns in the project area or surrounding vicinity in a manner which would result in substantial erosion of siltation on- or off-site.

d) *Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site?*	☒	☐	☐	☐

Explanation: The EIR will address any existing or potential storm drainage deficiencies.

e) *Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?*	☒	☐	☐	☐

Explanation: See item IX.c above. The EIR will address any existing and potential drainage deficiencies.

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

f) *Otherwise substantially degrade water quality?*	☒	☐	☐	☐

Explanation: See item IX.a above.

g) *Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map?*	☐	☐	☐	☒

Explanation: The National Flood Insurance Program, which officially designates flood-prone areas, has identified no such areas in San Francisco, including the project area (Source: *City of San Francisco General Plan, Community Safety Element*, 1997, www.sfgov.org/site/planning, p. 3).

h) *Place within a 100-year flood hazard area structures which would impede or redirect flood flows?*	☐	☐	☐	☒

Explanation: Flooding in the project area as a result of dam or reservoir failure, including earthquake-induced failure, is unlikely (Source: *City of San Francisco General Plan, Community Safety Element*, 1997, www.sfgov.org/site/planning, p. 3).

i) *Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?*	☐	☐	☐	☒

Explanation: See item IX.g above.

j) *Result in inundation by seiche, tsunami, or mudflow?*	☐	☐	☐	☒

Explanation: The project area is relatively level and inland; the location is not susceptible to inundation by seiche, tsunami, or mudflow (Source: *City of San Francisco General Plan, Community Safety Element*, 1997, www.sfgov.org/site/planning, Map 6 -- 20-foot Tsunami Run-Up Map).

X. **LAND USE AND PLANNING.** *Would the project:*				
a) *Physically divide an established community?*	☒	☐	☐	☐

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

Explanation: Currently, the project area exists as two distinct sub-areas separated by Bayshore Boulevard: the largely vacant Concept Plan subarea (approximately 20 acres) east of Bayshore Boulevard, and the mixed-use neighborhood commercial / residential frontages along Bayshore Boulevard and Leland Avenue on the west side of Bayshore Boulevard (approximately 15 acres).

The proposed redevelopment program includes actions intended to facilitate new residential, neighborhood-serving commercial, mixed use, and public open space development in the Concept Plan sub-area; residential and commercial revitalization along Bayshore Boulevard and Leland Avenue; and associated improvements throughout the project area. The proposed redevelopment program is intended to improve land use conditions in the project area by improving the visual and functional connection between the Concept Plan and Leland/Bayshore sub-areas for both pedestrians and motorists.

Within the Concept Plan sub-area, development of a mix of residential, neighborhood-serving commercial, and mixed use commercial/residential and public open space uses is envisioned, organized around a new, pedestrian-friendly internal circulation system connecting to the surrounding Visitacion Valley street grid, including Leland Avenue.

To implement the future revitalization scenario envisioned for the project area, the proposed redevelopment program includes changes in development controls within the Concept Plan sub-area and at selected locations along the west side of Bayshore Boulevard and along Leland Avenue. These changes would take the form of General Plan and Planning Code amendment actions that are necessary before adoption of the proposed Redevelopment Plan.

The EIR will address the potential effects of the anticipated redevelopment program-facilitated future development and revitalization activities, including anticipated build-out characteristics under the anticipated land use control changes, on existing land use conditions.

b) *Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance), adopted for the purpose of avoiding or mitigating an environmental effect?*	☒	☐	☐	☐

Explanation: Redevelopment plan-facilitated development would be subject to applicable goals, policies, guidelines, and standards of the City's General Plan and Planning Code, revised as necessary to implement the Concept Plan and other redevelopment program objectives. The land use policy and regulatory changes would be intended to improve land use conditions, economic viabilities, and aesthetic qualities of Visitacion Valley. Nevertheless, future development under these development control revisions could result in the following land use impacts: (1) overall indirect impacts associated with changing residential density and building floor area ratio (FAR) and height allowances, and (2) site-specific land use compatibility impacts (e.g., between the redevelopment program-facilitated new residential, commercial, or mixed use development and existing adjacent land uses). These land use issues will be addressed in the EIR.

Redevelopment program-facilitated land use changes could also have associated impacts on other environmental factors (e.g., aesthetics, cultural and historic resources, traffic, air quality, noise, public services and facilities). These environmental effects will be addressed in corresponding chapters of the EIR.

c) *Conflict with any applicable habitat conservation plan or natural community conservation plan?*	☐	☐	☐	☒

Explanation: The proposed project area is not subject to an existing habitat conservation plan or natural community conservation plan. The project area is located in a fully urbanized and built out neighborhood that contains no natural habitat.

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

XI. **MINERAL RESOURCES.** *Would the project:*

a) *Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?*	☐	☐	☐	☒

Explanation: The Environmental Protection Element of the *General Plan* notes that there are no appreciable mineral deposits in the city. Accordingly, the proposed project would not affect mineral resources.

b) *Result in the loss of availability of a locally important mineral resource recovery site delineated on a local general plan, specific plan, or other land use plan?*	☐	☐	☐	☒

Explanation: See item XI.a above.

XII. **NOISE.** *Would the project result in:*

a) *Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standard of other agencies?*	☒	☐	☐	☐

Explanation: Long-term noise level increases generated by redevelopment program-related traffic increases or temporary noise increases generated by redevelopment program-facilitated construction activities may exceed local or state standards. Also, the noise environment at the boundaries between existing and new project-facilitated land uses (e.g., residential and retail, residential and railroad) or noise intrusion into new uses along heavily-traveled Bayshore Boulevard, may result in long-term incompatibilities. The EIR will address these issues.

b) *Exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels?*	☒	☐	☐	☐

Explanation: Redevelopment program-facilitated future demolition and/or construction activities could produce excessive ground borne vibration or noise. Existing railroad (Caltrain) operations adjoining the Concept Plan sub-area, and anticipated future operation of the Third Street Light Rail along Bayshore Boulevard and the southern edge of the project area could result in significant noise intrusion and noise/land use compatibility impacts. These issues will be addressed in the EIR.

c) *A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?*	☒	☐	☐	☐

Explanation: See item XII.a above.

d) *A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?*	☒	☐	☐	☐

Explanation: Anticipated redevelopment program-facilitated development activities, including demolition, earthmoving, and building/infrastructure construction, could result in significant temporary increases in existing noise levels (see item XII.a above). The EIR will address this issue.

e) *For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use*	☐	☐	☐	☒

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
airport, would the project expose people residing or working in the project area to excessive noise levels?				

Explanation: The project area is approximately six miles north of the San Francisco International Airport. The project area is not located within the airport's noise exposure/land use compatibility "restricted zone." (Source: San Mateo County Comprehensive Airport Land Use Plan: San Francisco International Airport Land Use Plan, City/County Associations of Governments of San Mateo County (C/CAG), December 1996, Map SFO-3). Therefore, the proposed project is not expected to expose people residing or working in the project area to excessive aircraft-related noise levels.

f)	*For a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?*	☐	☐	☐	☒

Explanation: No private airstrip is located in the project area or surrounding vicinity.

XIII. **POPULATION AND HOUSING.** *Would the project:*

a)	*Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?*	☒	☐	☐	☐

Explanation: A specific objective of the proposed redevelopment program is to implement Concept Plan-envisioned new housing development concentrated near the new Third Street Light Rail line and Bayshore Caltrain station. The project therefore has the potential to induce population growth within the project area. Direct effects of project-facilitated development on local population and housing characteristics, and associated indirect environmental implications (e.g., on aesthetics, cultural and historic resources, land use planning, transportation, water quality, public services), will be addressed in corresponding chapters of the EIR.

b)	*Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?*	☐	☐	☒	☐

Explanation: Redevelopment program-facilitated development activity could result in the replacement of a limited number of existing housing units with new residential development; however, no establishment or use of eminent domain authority over existing residential properties in the project area is proposed, and displacement of existing housing units is not anticipated. Although anticipated to be a less-than-significant effect, the EIR will address this issue.

c)	*Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?*	☐	☐	☒	☐

Explanation: See items XIII.a and XIII.b above.

XIV. **PUBLIC SERVICES.**

Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, or the need for new or physically altered governmental facilities, the construction of which

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact
could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any of the public services:				
a) *Fire protection?*	☒	☐	☐	☐

Explanation: Redevelopment program-facilitated new residential, commercial, and mixed-use development would generate additional demands for fire protection/emergency medical, police, schools, parks and recreation, and other public services and facilities. The EIR will address whether any such additional demands would require new or physically altered facilities.

b)	*Police protection?*	☒	☐	☐	☐

Explanation: See item XIV.a above.

c)	*Schools?*	☒	☐	☐	☐

Explanation: See item XIV.a above.

d)	*Parks?*	☒	☐	☐	☐

Explanation: See item XIV.a above. The *Visitacion Valley Schlage Lock Concept Plan* suggests a "general vision" for public open space provisions within the Concept Plan sub-area, including "appropriate amounts of open space...well integrated into the development and comfortably sized for passive recreation, creating central areas for gathering and focal points for the community" (Source: Visitacion Valley Schlage Lock Community Planning Workshop: Strategic Concept Plan and Workshop Summary, July 2002, pp. 35-37). The EIR will address the environmental implications (benefits and potential impacts) of this open space concept, and of any other anticipated redevelopment program-facilitated new park provisions.

e)	*Other public facilities?*	☒	☐	☐	☐

Explanation: See item XIV.a above. Also, the proposed redevelopment program may include various assistance options for providing a new public library facility on Leland Avenue in the project area, which would replace the existing storefront branch library at 45 Leland Avenue (also in the project area). The EIR will address the environmental implications of these options.

XV. **RECREATION.**

a)	*Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?*	☒	☐	☐	☐

Explanation: The project area contains Hans Schiller Plaza, a mini-park dedicated in 2001 on Leland Avenue as part of a Visitacion Valley neighborhood greenway system. Visitacion Valley Playground, at Cora Street between Leland and Visitacion Avenues, is located near the project area's western edge and the Visitacion Valley Community Center on Raymond Ave, sits immediately north of the project area boundary. Nevertheless, redevelopment program-facilitated residential and commercial development in the project area could increase demands for local and regional parkland and recreational facilities. The EIR will address this issue.

b)	*Does the project include recreational facilities, or require the construction or expansion of recreational facilities, which might have an adverse physical effect on the environment?*	☒	☐	☐	☐

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

Explanation: See items XIII.a, XIII.d, and XV.a above.

XVI. **TRANSPORTATION/TRAFFIC.** *Would the project:*

a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume to capacity ratio on roads, or congestion at intersections)?	☒	☐	☐	☐

Explanation: The proposed redevelopment program is intended to encourage safe and convenient pedestrian activity and convenient public transit use (including use of the new Third Street Light Rail extension and proposed terminus station, and the new Bayshore Caltrain station), and trip internalization (e.g., housing concentration near transit facilities, and adequate neighborhood-commercial development within convenient walking distance). Nevertheless, incremental growth within the project area facilitated by the redevelopment program, in combination with other anticipated cumulative development in the vicinity, including the adjacent Bayside Specific Plan area and nearby Executive Park and Candlestick development areas, would generate additional daily and peak-hour vehicle traffic on the local street system. This additional redevelopment program-related and cumulative traffic could result in potentially significant impacts on local and regional roadway links and intersections. The EIR will apply appropriate local and regional criteria in projecting, identifying, and addressing these potential impacts and associated mitigation needs, while recognizing the redevelopment program's intent to foster increased transit use and create a safe pedestrian-friendly environment.

b) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways?	☒	☐	☐	☐

Explanation: See item XVI.a above.

c) Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks?	☐	☐	☐	☒

Explanation: The project area is approximately six miles north of the San Francisco International Airport. Redevelopment program-facilitated development would not require changes in air traffic patterns at the airport. The project area is not located within any airport-related "restricted zone" (e.g., noise exposure/land use compatibility, height limit, airport obstruction) (Source: San Mateo County Comprehensive Airport Land Use Plan: San Francisco International Airport Land Use Plan, City/County Associations of Governments of San Mateo County (C/CAG), December 1996). Therefore, the proposed project would not result in any air traffic-related safety risk.

d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	☒	☐	☐	☐

Explanation: Redevelopment program-facilitated roadway and pedestrian modifications (intersection build-outs, tiled crosswalks, etc.) may have potentially hazardous design features. The EIR will address this issue.

e) Result in inadequate emergency access?	☒	☐	☐	☐

Explanation: See item XVI.a above. Redevelopment program-facilitated development would be subject to existing San Francisco Fire Department emergency access requirements. The anticipated project area

circulation system changes will be evaluated for adequate emergency access in accordance with public safety review requirements.

f) Result in inadequate parking capacity?	☐	☐	☒	☐

Explanation: Redevelopment program-facilitated new development would generate added demands for parking; however, parking adequacy within San Francisco is considered to be a social rather than a physical, environmental issue. The social inconvenience of a potential parking deficit, such as having to hunt for scarce parking spaces, is not an environmental impact, although there may be secondary physical environmental impacts associated with parking deficits, such as increased traffic congestion at intersections or congestion-related air quality, safety, or noise impacts. In the experience of San Francisco transportation planners, however, the absence of a convenient parking supply, combined with the high availability of alternative travel modes (e.g., transit, taxis, bicycles or travel by foot) and relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change overall travel habits. The secondary effects of drivers searching for parking is also typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts from a potential parking shortfall in the project area would be minor.

g) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks)?	☒	☐	☐	☐

Explanation: See item XVI.a above. The intent of the proposed redevelopment program is to implement land use and circulation provisions that further adopted City policies and standards supporting alternative transportation modes. The EIR will evaluate and verify redevelopment program consistency with these adopted policies.

XVII. **UTILITIES AND SERVICE SYSTEMS.** *Would the project:*

a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	☒	☐	☐	☐
b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☒	☐	☐	☐

Explanation: The proposed redevelopment program would facilitate intensified residential and commercial development, and result in associated water and wastewater system demand increases, in the project area. The San Francisco Public Utilities Commission (SFPUC) manages the City's water supply, treatment, and delivery systems and the City's wastewater collection, treatment, and disposal system.

The EIR will address the effects of redevelopment program-related increases in water demand and whether such increases will require the construction of new water system facilities, the construction of which could cause environmental impacts.

The EIR will also address the effects of redevelopment program-related wastewater generation increases on wastewater treatment capacity and on the future ability of the City's wastewater treatment system to meet the discharge treatment requirements of the Regional Water Quality Control Board.

c) Require or result in the construction of new stormwater drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☒	☐	☐	☐

	Potentially Significant Impact	Less-Than-Significant With Mitigation Incorporated	Less-Than-Significant Impact	No Impact

Explanation: The project area is already urbanized and served by existing storm drainage facilities, but improvements to existing facilities may be necessary. The EIR will address the need for such improvements, if any, and the construction impacts of such improvements.

d) Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed?	☒	☐	☐	☐

Explanation: See item XVII.a above.

e) Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	☒	☐	☐	☐

Explanation: See item XVII.a above.

f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	☒	☐	☐	☐

Explanation: Golden Gate Disposal provides solid waste pick-up, recycling, and disposal in the project area. San Francisco's solid waste is disposed of at the Altamont Landfill. Redevelopment program-related intensification of uses in the project area would increase the amount of solid waste generated, potentially affecting existing solid waste disposal service and landfill capacity. The EIR will address this issue.

g) Comply with federal, state, and local statutes and regulations related to solid waste?	☐	☐	☐	☒

Explanation: Altamont Landfill is regulated and operated in compliance with all applicable solid waste regulations, including the California Integrated Waste Management Act of 1989 and the California Solid Waste Reuse and Recycling Access Act of 1991. As a matter of City policy, all redevelopment program-facilitated development (e.g., construction, demolition, project operation) would be required to comply with all applicable federal, state, and local statutes and regulations related to solid waste (e.g., recycling requirements).

XVIII. MANDATORY FINDINGS OF SIGNIFICANCE.

a) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, substantially reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?	☒	☐	☐	☐

Explanation: This Initial Study has determined that impacts pertaining to the quality of the environment and California history/ prehistory could be significant in the following related environmental areas: air quality (item III), cultural and historic resources (item VI), hazards and hazardous materials (item VIII), hydrology and water quality (item IX), land use and planning (item X), noise (item XII), public services (item XIV), recreation (item XV), transportation/traffic (item XVI), and utilities/service systems (item XVII).

b) Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the	☒	☐	☐	☐

incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)

Explanation: This Initial Study has determined that some project impacts (e.g., air quality, traffic) could be cumulatively considerable. The EIR will evaluate the potential cumulative impacts of the proposed project in conjunction with other pending and anticipated development in the project vicinity.

c) Does the project have environmental effects that will cause substantial adverse effects on human beings, either directly or indirectly?	☒	☐	☐	☐

Explanation: Project effects identified in this Initial Study as having possible substantial adverse impacts on human beings, either directly or indirectly, include aesthetics, air quality, cultural and historic resources, hazards/hazardous materials, hydrology/water quality, land use/planning, noise, population/housing, public services, recreation, transportation/ traffic, and utilities/service systems, as described under items I, III, VI, VIII, IX, X, XII, XIII, XIV, XV, XVI, and XVII, respectively.

XIX. MITIGATION MEASURES.

The following mitigation measure has been identified in this document to reduce potentially significant impacts to less than significant levels:

Cultural Resources

Mitigation Measure CR-1 would reduce the potential impact on paleontological resources to a less than significant level:

Mitigation Measure CR-1: If any paleontological resources are encountered during site grading or other construction activities, all ground disturbances shall be halted until the services of a qualified paleontologist can be retained to identify and evaluate the resource(s) and, if necessary, recommend mitigation measures to document and prevent any significant adverse effects on the resource(s).

STATE OF CALIFORNIA
Governor's Office of Planning and Research
State Clearinghouse and Planning Unit

Arnold Schwarzenegger
Governor

Cynthia Bryant
Director

Notice of Preparation

February 9, 2007

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To: Reviewing Agencies

Re: Visitacion Valley Redevelopment Program
SCH# 2007022049

Attached for your review and comment is the Notice of Preparation (NOP) for the Visitacion Valley Redevelopment Program draft Environmental Impact Report (EIR).

Responsible agencies must transmit their comments on the scope and content of the NOP, focusing on specific information related to their own statutory responsibility, within 30 days of receipt of the NOP from the Lead Agency. This is a courtesy notice provided by the State Clearinghouse with a reminder for you to comment in a timely manner. We encourage other agencies to also respond to this notice and express their concerns early in the environmental review process.

Please direct your comments to:

Tom Evans
San Francisco Redevelopment Agency
1 South Van Ness Avenue
Fifth Floor
San Francisco, CA 94103

with a copy to the State Clearinghouse in the Office of Planning and Research. Please refer to the SCH number noted above in all correspondence concerning this project.

If you have any questions about the environmental document review process, please call the State Clearinghouse at (916) 445-0613.

Sincerely,

Scott Morgan
Senior Planner, State Clearinghouse

Attachments
cc: Lead Agency

1400 TENTH STREET P.O. BOX 3044 SACRAMENTO, CALIFORNIA 95812-3044
TEL (916) 445-0613 FAX (916) 323-3018 www.opr.ca.gov

Document Details Report
State Clearinghouse Data Base

SCH# 2007022049
Project Title Visitacion Valley Redevelopment Program
Lead Agency San Francisco Redevelopment Agency

Type NOP Notice of Preparation
Description The San Francisco Redevelopment Agency and San Francisco Planning Department are proposing to adopt and implement a redevelopment program for San Francisco's Visitacion Valley neighborhood to overcome adverse blighting influences, facilitate improved housing opportunities and improved neighborhood-serving commercial development in Visitacion Valley. The proposed redevelopment program includes adoption and implementation of a Redevelopment Plan, a set of General and zoning code revisions, and other actions to facilitate reuse of the dormant Schlage Lock property along the east side of Bayshore Boulevard, redevelop properties along the opposite (west) side of Bayshore Boulevard, and revitalize Leland Avenue.

Lead Agency Contact

Name Tom Evans
Agency San Francisco Redevelopment Agency
Phone 415-749-2539 **Fax**
email Tom.Evans@sfgov.org
Address 1 South Van Ness Avenue
Fifth Floor
City San Francisco **State** CA **Zip** 94103

Project Location

County San Francisco
City
Region
Cross Streets Bayshore Boulevard,Sunnydale Avenue,Blanken Avenue,Leland Avenue,Rutland Street,
Parcel No.
Township **Range** **Section** **Base**

Proximity to:

Highways
Airports
Railways
Waterways
Schools
Land Use

Project Issues Aesthetic/Visual; Air Quality; Archaeologic-Historic; Toxic/Hazardous; Water Quality; Landuse; Noise; Population/Housing Balance; Public Services; Recreation/Parks; Traffic/Circulation; Other Issues

Reviewing Agencies Resources Agency; Office of Historic Preservation; Department of Parks and Recreation; Department of Water Resources; Department of Fish and Game, Region 3; Department of Health Services; Native American Heritage Commission; California Highway Patrol; Caltrans, District 4; Department of Toxic Substances Control; Regional Water Quality Control Board, Region 2

Date Received 02/09/2007 **Start of Review** 02/09/2007 **End of Review** 03/12/2007

Note: Blanks in data fields result from insufficient information provided by lead agency.

STATE OF CALIFORNIA—BUSINESS, TRANSPORTATION AND HOUSING AGENCY ARNOLD SCHWARZENEGGER, Governor

DEPARTMENT OF TRANSPORTATION
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February 7, 2007

SF101166
SF-101-0.77

Mr. Tom Evans
San Francisco Redevelopment Agency
1 South Van Ness Avenue, Fifth Floor
San Francisco, CA 94103

Dear Mr. Evans:

Visitacion Valley Redevelopment Program – Notice of Preparation

Thank you for including the California Department of Transportation (Department) in the early stages of the environmental review process for the above referenced project. The following comments are based on the Notice of Preparation. As lead agencies, the San Francisco Redevelopment Agency and the San Francisco Planning Department are responsible for all project mitigation, including any needed improvements to state highways. The project's fair share contribution, financing, scheduling, implementation responsibilities and lead agency monitoring should be fully discussed for all proposed mitigation measures. The project's traffic mitigation fees should be specifically identified in the Draft Environmental Impact Report. Any required roadway improvements should be completed prior to issuance of project occupancy permits. While an encroachment permit is only required when the project involves work in the State Right of Way (ROW), the Department will not issue an encroachment permit until our concerns are adequately addressed. Therefore, we strongly recommend that the lead agencies ensure resolution of the Department's CEQA concerns prior to submittal of the encroachment permit application. Further comments will be provided during the encroachment permit process; see the end of this letter for more information regarding the encroachment permit process.

The Department is primarily concerned with impacts to the State Highway System. Specifically, a detailed Traffic Impact Analysis (TIA) should identify impacts to the State Highway System. The TIA should include, but is not limited to the following:

1. Information on the project's traffic impacts in terms of trip generation, distribution, and assignment. The assumptions and methodologies used in compiling this information should be addressed.

2. Average Daily Traffic (ADT) and AM and PM peak hour volumes on all significantly affected streets and highways, including crossroads and controlling intersections.

- [x] Resources Agency
  Nadell Gayou
- [ ] Dept. of Boating & Waterways
  David Johnson
- [ ] California Coastal Commission
  Elizabeth A. Fuchs
- [ ] Colorado River Board
  Gerald R. Zimmerman
- [ ] Dept. of Conservation
  Roseanne Taylor
- [ ] California Energy Commission
  Paul Richins
- [ ] Dept. of Forestry & Fire Protection
  Allen Robertson
- [x] Office of Historic Preservation
  Wayne Donaldson
- [x] Dept of Parks & Recreation
  Environmental Stewardship Section
- [ ] Reclamation Board
  DeeDee Jones
- [ ] S.F. Bay Conservation & Dev't. Comm.
  Steve McAdam
- [x] Dept. of Water Resources
  Resources Agency
  Nadell Gayou
- [ ] Conservancy

Fish and Game

- [ ] Depart. of Fish & Game
  Scott Flint
  Environmental Services Division
- [ ] Fish & Game Region 1
  Donald Koch
- [ ] Fish & Game Region 1E
  Laurie Harnsberger
- [x] Fish & Game Region 3
  Robert Floerke
- [ ] Fish & Game Region 4
  Julie Vance
- [ ] Fish & Game Region 5
  Don Chadwick
  Habitat Conservation Program
- [ ] Fish & Game Region 6
  Gabrina Gatchel
  Habitat Conservation Program
- [ ] Fish & Game Region 6 I/M
  Gabrina Getchel
  Inyo/Mono, Habitat Conservation Program
- [ ] Dept. of Fish & Game M
  George Isaac
  Marine Region

Other Departments

- [ ] Food & Agriculture
  Steve Shaffer
  Dept. of Food and Agriculture
- [ ] Depart. of General Services
  Public School Construction
- [ ] Dept. of General Services
  Robert Sleppy
  Environmental Services Section
- [x] Dept. of Health Services
  Veronica Malloy
  Dept. of Health/Drinking Water

Independent Commissions, Boards

- [ ] Delta Protection Commission
  Debby Eddy
- [ ] Office of Emergency Services
  Dennis Castrillo
- [ ] Governor's Office of Planning & Research
  State Clearinghouse
- [x] Native American Heritage Comm.
  Debbie Treadway
- [ ] Santa Monica Bay Restoration
  Guangyu Wang
- [ ] State Lands Commission
  Jean Sarino
- [ ] Tahoe Regional Planning Agency (TRPA)
  Cherry Jacques

Business, Trans & Housing

- [ ] Caltrans - Division of Aeronautics
  Sandy Hesnard
- [ ] Caltrans - Planning
  Terri Pencovic
- [x] California Highway Patrol
  Shirley Kelly
  Office of Special Projects
- [ ] Housing & Community Development
  Lisa Nichols
  Housing Policy Division

Dept. of Transportation

- [ ] Caltrans, District 1
  Rex Jackman
- [ ] Caltrans, District 2
  Marcelino Gonzalez
- [ ] Caltrans, District 3
  Jeff Pulverman
- [x] Caltrans, District 4
  Tim Sable
- [ ] Caltrans, District 5
  David Murray
- [ ] Caltrans, District 6
  Marc Birnbaum
- [ ] Caltrans, District 7
  Cheryl J. Powell
- [ ] Caltrans, District 9
  Gayle Rosander
- [ ] Caltrans, District 10
  Tom Dumas
- [ ] Caltrans, District 11
  Mario Orso
- [ ] Caltrans, District 12
  Bob Joseph

Cal EPA

Air Resources Board

- [ ] Airport Projects
  Jim Lerner
- [ ] Transportation Projects
  Ravi Ramalingam
- [ ] Industrial Projects
  Mike Tollstrup
- [ ] California Integrated Waste Management Board
  Sue O'Leary
- [ ] State Water Resources Control Board
  Regional Programs Unit
  Division of Financial Assistance
- [ ] State Water Resources Control Board
  Student Intern, 401 Water Quality Certification Unit
  Division of Water Quality
- [ ] State Water Resouces Control Board
  Steven Herrera
  Division of Water Rights
- [x] Dept. of Toxic Substances Control
  CEQA Tracking Center
- [ ] Department of Pesticide Regulation

Regional Water Quality Control Board (RWQCB)

- [ ] RWQCB 1
  Cathleen Hudson
  North Coast Region (1)
- [x] RWQCB 2
  Environmental Document Coordinator
  San Francisco Bay Region (2)
- [ ] RWQCB 3
  Central Coast Region (3)
- [ ] RWQCB 4
  Teresa Rodgers
  Los Angeles Region (4)
- [ ] RWQCB 5S
  Central Valley Region (5)
- [ ] RWQCB 5F
  Central Valley Region (5)
  Fresno Branch Office
- [ ] RWQCB 5R
  Central Valley Region (5)
  Redding Branch Office
- [ ] RWQCB 6
  Lahontan Region (6)
- [ ] RWQCB 6V
  Lahontan Region (6)
  Victorville Branch Office
- [ ] RWQCB 7
  Colorado River Basin Region (7)
- [ ] RWQCB 8
  Santa Ana Region (8)
- [ ] RWQCB 9
  San Diego Region (9)
- [ ] Other ____

Last Updated on 01/11/07

3. Schematic illustration of the traffic conditions for: 1) existing, 2) existing plus project, and 3) cumulative for the intersections in the project area.

4. Calculation of cumulative traffic volumes should consider all traffic-generating developments, both existing and future, that would affect the State Highway facilities being evaluated.

5. Mitigation measures should consider highway and non-highway improvements and services. Special attention should be given to the development of alternate solutions to circulation problems that do not rely on increased highway construction.

6. All mitigation measures proposed should be fully discussed, including financing, scheduling, implementation responsibilities, and lead agency monitoring.

We encourage the San Francisco Redevelopment Agency and the San Francisco Planning Department to coordinate preparation of the study with our office, and we would appreciate the opportunity to review the scope of work. Please see the Caltrans' *"Guide for the Preparation of Traffic Impact Studies"* at the following website for more information:
http://www.dot.ca.gov/hq/traffops/developserv/operationalsystems/reports/tisguide.pdf

We look forward to reviewing the TIA, including Technical Appendices, and DEIR for this project. Please send two copies to the address at the top of this letterhead, marked ATTN: Lisa Carboni, Mail Stop #10D.

Encroachment Permit
Any work or traffic control within the State ROW requires an encroachment permit that is issued by the Department. Traffic-related mitigation measures will be incorporated into the construction plans during the encroachment permit process. See the following website link for more information: http://www.dot.ca.gov/hq/traffops/developserv/permits/

To apply for an encroachment permit, submit a completed encroachment permit application, environmental documentation, and five (5) sets of plans which clearly indicate State ROW to the address at the top of this letterhead, marked ATTN: Michael Condie, Mail Stop #5E.

Should you have any questions regarding this letter, please call Lisa Carboni of my staff at (510) 622-5491.

Sincerely,

TIMOTHY C. SABLE
District Branch Chief
IGR/CEQA

Caltrain

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EXECUTIVE DIRECTOR

February 28, 2007

Tom Evans
Lead Planner
San Francisco Redevelopment Agency
1 South Van Ness Avenue
Fifth Floor
San Francisco, CA 94103

RE: **Notice of Preparation of a Draft Environmental Impact Report for the proposed Visitacion Valley Redevelopment Program**

Dear Mr. Evans,

We appreciate the opportunity to comment on the Notice of Preparation of a Draft Environmental Impact Report (DEIR) for the proposed Visitacion Valley Redevelopment Development Program.

The Peninsula Corridor Joint Powers Board (JPB) respectfully submits the following comments:

1. Based on the Survey Area Boundary Map, it appears that the Survey Area includes the Caltrain right of way. Caltrain railroad tracks and the Bayshore Caltrain Station parking lot are located to the west of Tunnel Avenue within the Survey Area. Access to the parking lot must be maintained. JPB would welcome the opportunity to work with SFRA planners in developing parking and circulation plans to encourage safe and convenient public transit use.

2. For safety, a fence should be built along the JPB right-of-way to prevent illegal pedestrian crossings that may result from the developments within the Survey Area.

3. The project area appears to be adjacent to an electrical facility site planned for Caltrain's Electrification Project. The electrical facility site was identified in the Caltrain Electrification Environmental Assessment/Draft Environmental Report (February 2005), and was also discussed with SFRA representatives during a meeting held on November 28, 2006. The JPB property identified for the electrical facility is shown in the attached

PENINSULA CORRIDOR JOINT POWERS BOARD
1250 San Carlos Avenue – P.O. Box 3006
San Carlos, CA 94070-1306 (650)508-6269

drawing and will be at track level. If the development is 40 feet above grade, as discussed at the aforementioned meeting, security, clearance and visual concerns could be minimized.

JPB and SFRA staff should continue to coordinate as both projects move forward in regards to this electrical facility site.

Thank you again for the opportunity to comment on the NOP. If you have any questions regarding these comments, please contact me at 650-508-6338.

Sincerely,

Marie Pang

Marie Pang
Environmental Manager
Peninsula Corridor Joint Powers Board

PENINSULA CORRIDOR JOINT POWERS BOARD
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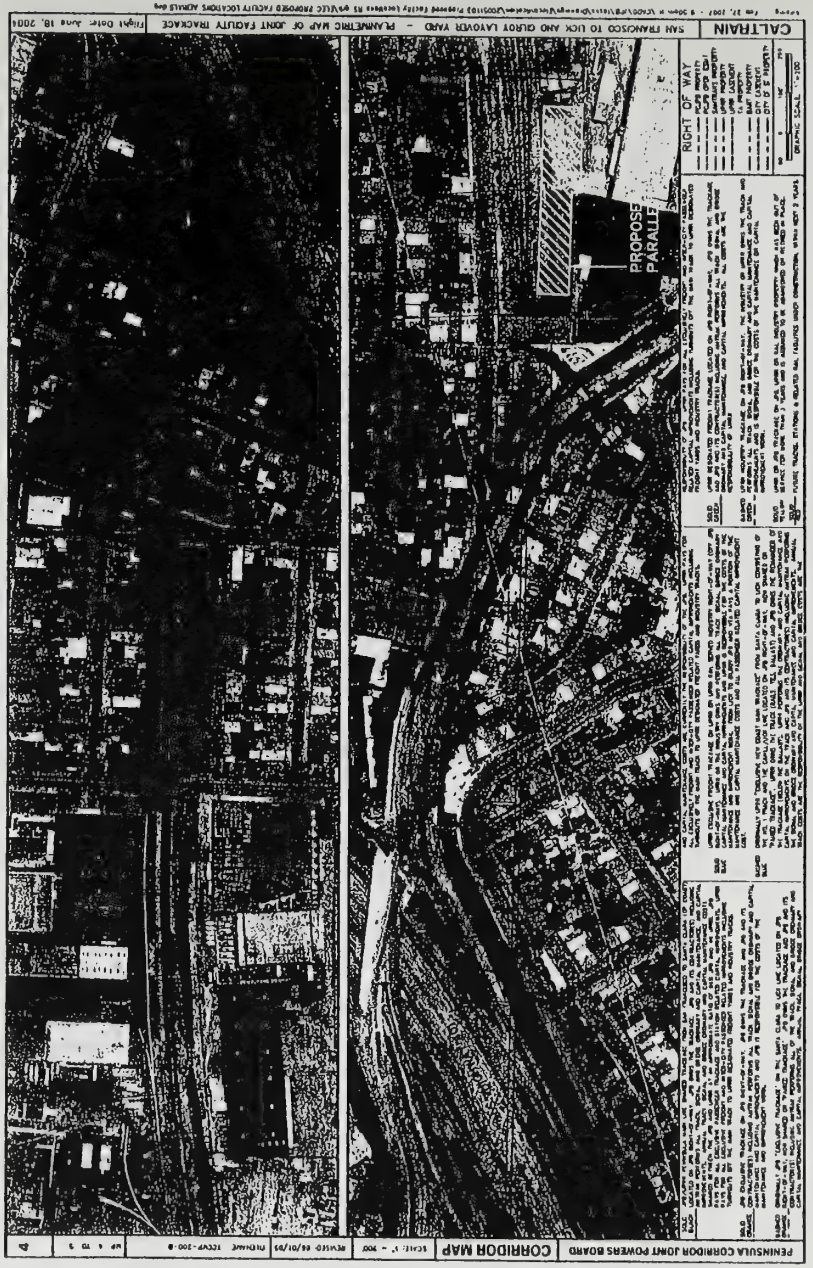
San Carlos, CA 94070-1306 (650)508-6269


CALTRAIN
SAN FRANCISCO TO LICK AND GILROY LAYOVER YARD - PLANIMETRIC MAP OF JOINT FACILITY TRACKAGE
RIGHT OF WAY
CORRIDOR MAP
PENINSULA CORRIDOR JOINT POWERS BOARD

CITY OF BRISBANE
50 Park Place
Brisbane, California 94005-1310
(415) 508-2100
Fax (415) 467-4989

March 1, 2007

Tom Evans
San Francisco Redevelopment Agency
1 South Van Ness Avenue
San Francisco, CA 94104

Re: Notice of Preparation- Visitacion Valley Redevelopment Program DEIR

Dear Mr. Evans:

Thank you for the opportunity to review and comment on the above-referenced document. While the City of Brisbane generally concurs with the scope of the forthcoming DEIR, we offer the following comments:

1. Portions of the Redevelopment Project area (particularly the Schlage Lock site) are visually prominent from Brisbane, and the visual analysis should evaluate potential impacts to Brisbane's viewshed.
2. It is the City's understanding that the EIR traffic study will specifically address the Hwy 101/Beatty onramp/offramp and impacted intersections, which lie within the City of Brisbane. It is recommended that the traffic consultant coordinate with the City of Brisbane Public Works Department (Randy Breault, Public Works Director 415.508.2130 or rbreault@ci.brisbane.ca.us) and San Mateo CCAG to ensure that methodology and other technical issues are addressed in a mutually satisfactory manner.
3. The City is assuming the existing Bayshore Caltrain Station will figure into the mix of transit/transportation facilities serving the needs of the project area. It is recommended that the adequacy/safety of pedestrian access to this facility be specifically addressed in the forthcoming DEIR.

Thanks for your consideration, and we look forward to reviewing the DEIR when available. Please call me at 415.508.2120 should you have any questions regarding this matter.

Sincerely,

John A. Swiecki, AICP
Principal Planner

c: Randy Breault, Public Works Director

Providing Quality Services

STATE OF CALIFORNIA — Arnold Schwarzenegger, *Governor*
PUBLIC UTILITIES COMMISSION
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3298

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March 1, 2007

Tom Evans
San Francisco Redevelopment Agency
1 South Van Ness Avenue, Fifth Floor
San Francisco, CA 94103

RE: Visitacion Valley redevelopment Program , SCH# 2007022049

Dear Mr. Evans:

As the state agency responsible for rail safety within California, we recommend that any development projects planned adjacent to or near the rail corridor in the County be planned with the safety of the rail corridor in mind. New developments may increase traffic volumes not only on streets and at intersections, but also at at-grade highway-rail crossings. This includes considering pedestrian circulation patterns/destinations with respect to railroad right-of-way.

Safety factors to consider include, but are not limited to, improvements to existing at-grade highway-rail crossings due to increase in traffic volumes and appropriate fencing to limit the access of trespassers onto the railroad right-of-way.

Of specific concern is that vandal resistant fencing be a requirement for any project adjacent to the Caltrain mainline.

The above-mentioned safety improvements should be considered when approval is sought for the new development. Working with Commission staff early in the conceptual design phase will help improve the safety to motorists and pedestrians in the County.

If you have any questions in this matter, please call me at (415) 703-2795.

Very truly yours,

Kevin Boles
Environmental Specialist
Rail Crossings Engineering Section
Consumer Protection and Safety Division

cc: Dick Dahllof, Caltrain

City and County of San Francisco
Recreation and Park Department

McLaren Lodge in Golden Gate Park
501 Stanyan Street, San Francisco, CA 94117
TEL: 415.831.2700 FAX: 415.831.2096 WEB: http://parks.sfgov.org

March 20, 2007

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Tom Evans, Lead Planner
San Francisco Redevelopment Agency
1 South Van Ness Avenue, 5th Floor
San Francisco, CA 94103

Re: Notice of Preparation of a Draft Environmental Impact Report for the proposed Visitacion Valley Redevelopment Program

Dear Mr. Evans:

Thank you for this opportunity to comment on the Initial Study for the Proposed Visitacion Valley Redevelopment Program and respond to the Notice of Preparation of a Draft Environmental Impact Report. The Recreation and Park Department is excited about the project's open space vision for this important area of the City.

Visitacion Valley is served by a handful of sub-neighborhood serving parks and several larger park sites. As listed in item XV.a on page 24 of the Initial Study, Hans Schiller Plaza of the Visitacion Valley Greenway, Visitacion Valley Playground and the Visitacion Valley Recreation Center are within the project area. However, there are several facilities outside of the program area that may be including Kelloch & Velasco Park, Little Hollywood Park, John McLaren Park and Crocker Amazon Playground. The Redevelopment Program falls largely into one of our identified service area gaps and while the Program area currently has low to moderate density any increase in population density could have potential impacts on nearby park and recreation facilities.

The topics we think should be addressed in the environmental document include: 1) safe pedestrian access to the parks; 2) changes to traffic patterns and pedestrian circulation in the area; 3) demand on park services and the potential for deterioration of the park facilities, especially those mentioned above; and 4) shadow impacts of proposed zoning changes on existing park sites. As described in item IV.ii, Section 295 of the *San Francisco Planning Code* restricts shadowing on RPD properties during certain times of the day. Therefore, a shadow study should be completed under full build out for the rezoning project in order to fully analyze the impacts.

The Recreation & Park Department looks forward to continuing the open space conversation as planning for new park sites within the Program area progresses.

Please do not hesitate to contact Daniel LaForte at 831-2742 if you have any questions.

Sincerely,

Dawn Kamalanathan
Planning Director

APPENDIX 20.2

CEQA STANDARDS FOR EIR ADEQUACY

According to section 15151 of the CEQA Guidelines, the "Standards for Adequacy of an EIR" are as follows:

An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure.

APPENDIX 20.3

CEQA DEFINITION OF "MITIGATION"

According to section 15370 of the CEQA EIR Guidelines, the term "mitigation" includes:

(a) Avoiding the impact altogether by not taking a certain action or parts of an action.

(b) Minimizing impacts by limiting the degree of magnitude of the action and its implementation.

(c) Rectifying the impact by repairing, rehabilitating, or restoring the impacted environment.

(d) Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action.

(e) Compensating for the impacts by replacing or providing substitute resources or environments.

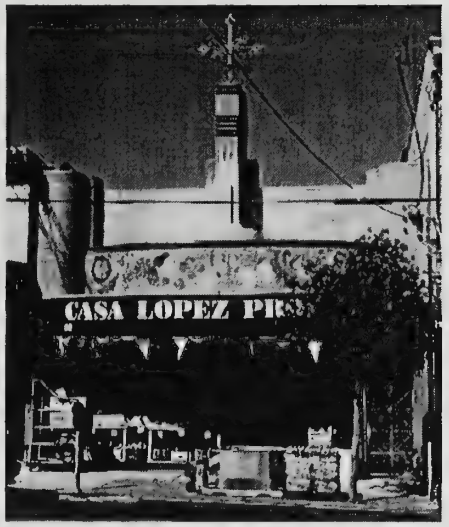
APPENDIX 20.4

HISTORICAL RESOURCES TECHNICAL REPORT

CAREY & CO. INC.
ARCHITECTURE

Visitacion Valley Redevelopment EIR
San Francisco, California

Historic Resources Technical Report
April 29, 2008



Prepared by:
Carey & Co., Inc.
San Francisco, California

Prepared for:
Wagstaff and Associates

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IV. Impacts and Mitigations 41

V. References 48

CAREY & CO. INC.
ARCHITECTURE

VISITACION VALLEY REDEVELOPMENT EIR
San Francisco, California

Historic Resources Technical Report
April 29, 2008

INTRODUCTION

Wagstaff and Associates has engaged Carey & Co., Inc. to prepare a Historic Resources Technical Report for the environmental impact report (EIR) being prepared pursuant to the California Environmental Quality Act (CEQA) on the proposed Visitacion Valley Redevelopment Plan (the "Plan") in San Francisco. The San Francisco Redevelopment Agency and the City and County of San Francisco Planning Department propose to implement this Plan to counter blight within the Visitacion Valley Project Area (the "Project Area") with new commercial and residential development. The Plan involves implementation of a mixed use residential and retail development concept for the 20-acre Schlage Lock site[1] east of Bayshore Boulevard, as well as zoning revisions and a Leland Avenue streetscape improvement plan. The Schlage Lock site currently contains a number of built resources, some of which are over fifty years old. The Project Area includes industrial and commercial properties along Bayshore Boulevard, as well as zero-lot-line commercial properties along the north and south sides of Leland Avenue, generally between Bayshore Boulevard and Rutland Street.

Carey & Co. has conducted a building-by-building survey within the Project Area. This report provides Wagstaff and Associates with (1) a historic context statement for the Project Area, including the Schlage Lock site; (2) existing setting narratives describing existing conditions and historic resources within the Project Area, including an assessment of the eligibility of the Schlage Lock site for state or federal listing as a historic resource; (3) State of California Department of Parks and Recreation (DPR) 523A Primary Records and 523B Building, Structure and Object Records for all identified potential cultural and historic resources in the Project Area; and (4) 523A forms for all other individual parcels in the Project Area containing structures over 40 years old.

METHODOLOGY

Carey & Co. prepared this report by conducting two reconnaissance level surveys of properties within the Area of Potential Effect (APE). Properties within the APE located on either side of Leland Avenue, as well as those along Bayshore Boulevard, were surveyed on October 20, 2006. The Schlage Lock site was surveyed on November 19, 2006. During these site visits, Carey & Co. staff took digital photographs, noted the existing conditions, historic features, and architectural significance of each the surveyed properties.

Historical research on the properties within the APE was undertaken at: the San Francisco Public Library, the Northwest Information Center at Sonoma State University, the San Francisco

[1] Throughout this report, the terms "Schlage Lock Factory site" and "Schlage Lock Factory Historic Site" are meant to refer only to those buildings that were part of the Schlage Lock Factory. The "Schlage Lock site" and "Schlage Lock Historic Site," however, also include the adjacent buildings associated with the Southern Pacific Railroad.

Assessor/Recorder's office, Planning Department and Department of Building Inspection. Carey & Co. staff also met with local historians from the Visitacion Valley History Project during the site visit on October 20, 2006.

This report contains four appendices:

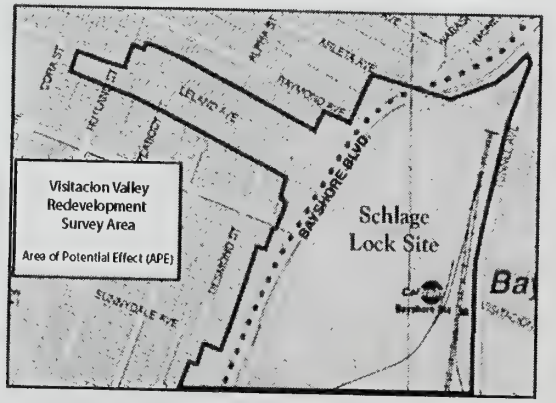
A. Map of the APE
B. Survey Matrix of Evaluated Properties
C. State of California Department of Parks and Recreation Inventory Forms (523A and 523B) for potential historic resources within the APE
D. California Historical Resources Information System (CHRIS) Record Search Result

This report summarizes the survey results and historic information that were used to evaluate structures and properties within the Project Area for historic significance, with an emphasis on identifying those structures and properties that may meet the CEQA definition of a "historic resource" (see "Impacts and Mitigations" section below).

Area of Potential Effect

The Area of Potential Effect (APE) consists of (1) approximately 97 parcels along Leland Avenue, Blanken Avenue and Bayshore Boulevard and (2) The Schlage Lock Site, bounded by Blanken Avenue to the north, Tunnel Avenue to the east, Bayshore Boulevard to the west, and the county line to the south. Of the 14 buildings on this site, nine of these buildings are associated with the Schlage Lock Factory and the remaining five are associated with the Southern Pacific Railroad.

See Appendix A for detailed maps of the APE. See Appendix B for a Survey Matrix of Evaluated Buildings. Note that because some parcels contain zero or multiple buildings, and, conversely, some buildings extend over multiple parcels, the number of buildings within the APE differs from the number of parcels. Appendix B is organized by APN, with a separate entry for each building.



Summary of APE Survey Findings

The following is a summary of the results of Carey & Co.'s APE survey and evaluation:

Previously Identified Potential Historic Resources

- 58 Leland Avenue (1976 Citywide Survey)
- 2201 Bayshore Boulevard, Schlage Lock Factory Building A – Old Office Building (1976 Citywide Survey)

Potential Individually Significant Historic Resources

- 2400-2420 Bayshore Boulevard
- 445-447 Visitacion Avenue
- 37-45 Leland Avenue
- 58 Leland Avenue
- 191 Leland Avenue
- 196 Leland Avenue
- 198 Leland Avenue
- 2201 Bayshore Boulevard, Schlage Lock Factory Building A – Old Office Building

Potential Schlage Lock Historic Site Contributors

Associated with Schlage Lock Factory

- 2201 Bayshore Boulevard (Building A – Old Office Building)
- 2201 Bayshore Boulevard (Building B – Plant 1)
- 2201 Bayshore Boulevard (Building C – Plant 1, ancillary building)
- 2201 Bayshore Boulevard (Building D – Plant 1X)
- 2201 Bayshore Boulevard (Building F – Plant 2)
- 2201 Bayshore Boulevard (Building G – Plant 3)
- 2201 Bayshore Boulevard (Building H – Plant 3X)
- 2201 Bayshore Boulevard (Building I – Plant 1X, ancillary building)

Associated with Southern Pacific Railroad

- 2201 Bayshore Boulevard (Building J – Workers' Dining Hall)
- 2201 Bayshore Boulevard (Building K – Storage)
- 2201 Bayshore Boulevard (Building L – Sheds/Pump Car Storage)

State of California Department of Parks and Recreation Inventory Forms (523A and 523B) for these potential historic resources are located in Appendix C of this document.

I. Historic Context

Visitacion Valley

The neighborhood of Visitacion Valley is in the southeastern quadrant of San Francisco, bounded by McLaren Park to the north and west, U.S. Highway 101 to the east, and the city/county boundary to the south. The neighborhood physically extends beyond San Francisco's southern boundary into Daly City and Brisbane. Before Spanish settlers claimed the land now known as the City of San Francisco, it was home to the Yelamu tribe of the Ohlone Indians. The Yelamu villages of Amuctac and Tubsinte were located in the present day Visitacion Valley neighborhood. This southeastern section of the city was "discovered" by a group of Spanish soldiers and Franciscan friars in 1777 when the party, having become lost in a thick fog, decided to camp overnight and in the morning found themselves in a picturesque valley. The date was July 2, also known in the Catholic Church as the Feast of the Visitacion of the Most Blessed Virgin to her cousin St. Elizabeth. Thus, the Catholic Church claimed the land, named it Visitacion Valley and used the area for agricultural and grazing purposes. In 1834, the Mexican government seized these lands from the Church, and ownership was later granted to favored Californios.[2]

Some of the earliest inhabitants of Visitacion Valley included Europeans hailing from countries such as France, Germany, Italy and Malta, who began to cultivate the land with flower gardens, plant nurseries, and farms.[3] Henry Schwerin, a German immigrant, came to the valley in 1850 and purchased several acres near the San Francisco-San Mateo county line where he kept a herd of dairy cows. In what is currently the location of the Cow Palace parking lot, Schwerin established a nursery that produced cut flowers and shrubs for the San Francisco flower markets. Schwerin Street, as it exists today, marks the general location of Henry Schwerin's land holdings.

The Rossi family settled in Visitacion Valley after the end of the Civil War and became prominent land owners after purchasing a number of acres of rich farmland. The family, one of many Italian families that settled in this area, operated large vegetable gardens and later opened the Visitacion Valley Pharmacy on Leland Avenue, which they operated for several decades. By the early 1900s, a portion of the Rossi land holdings became the first section to be divided into residential lots.[4]

In 1883, Italian immigrants Michael Perata and son-in-law Antonio Sechini bought a ranch in the area for a sum of $5,541 in gold coin. The Sechini Ranch, located in the southern portion of the valley, was worked by members of the Sechini, Piasoni, and Armanino families as well as a number of Italian farmhands. The ranch produced herbs and vegetables that sold at local markets such as the Colombo Market in downtown San Francisco.

---

[2] Cynthia Cox et al., eds., *Images of America: San Francisco's Visitacion Valley* (San Francisco: Arcadia Publishing, 2005), 7-11. Californios were Spanish-speaking inhabitants of New Spain's, and later Mexico's Alta California, the area later annexed by the United States following the Mexican-American War in 1848. Californios included the descendants of European settlers from Spain and Mexico, as well as Mestizos and local Native Americans who adopted Spanish culture and converted to Catholicism.

[3] Ibid., 7.

[4] Mary A. Danforth, ed. "Schlage Lock and Key: Schlage's Home Country…Visitacion Valley" (San Francisco: Schlage Lock Company, January-March, 1967), 4.

Though the rural character of Visitacion Valley continued well into the twentieth century, there was a gradual shift in land use over the years to accommodate increasing industrial and residential development. By the late nineteenth century, a number of industries had begun to locate in Visitacion Valley. These included the Union Pacific Silk Manufacturing Company organized in 1876 by W.C. Ralston, numerous breweries, two quarries and the Pacific Coal and Fertilizer Company in 1890.[5] The Bodinson Manufacturing Company, which produced custom mining machinery and other industrial equipment, also settled in the area in the early years of the twentieth century. The plant, which later sold property to the Schlage Lock Company, employed around 50 laborers and had a weekly payroll of approximately $2,500.[6] The Spring Valley Water Company established its Bayshore[7] pumping station at 31-33 Leland Avenue near the turn of the century; the pumping station regulated the flow of water from the reservoir on the top of the hill to the west near what is now McLaren Park.[8] In 1905, Pacific Gas & Electric built a plant in Visitacion Valley and, with the arrival of Southern Pacific Railway Company's freight station in the early twentieth century, Visitacion Valley became established as a major crossroads in the burgeoning industrial center of the Southern Pacific.[9]

According to a history of Visitacion Valley compiled by the Schlage Lock Company, "by 1905, the 'finest building sites' could be purchased for as little as $125.00 - $1.00 down and $1.00 a week."[10] Charles A. Louis was then the sales agent for the Reis Tract, at that time the largest housing development in the valley. In the years following the 1906 San Francisco earthquake and fire, from which Visitacion Valley emerged relatively unscathed, the area experienced a steady population increase as refugees from the city's center stayed and settled in the community. Also at that time, the Southern Pacific Railway filled a portion of the bay in order to construct a roundhouse and extensive train yards that extended south of the county line.

Two streetcar lines in operation by 1910 – one running northeast along Bayshore Boulevard from Wilde Street and connecting to Market Street via Third Street, the other running along Geneva Avenue from Bayshore Boulevard to Mission Street – provided further catalysts for the development of the Visitacion Valley community.[11] Single-family houses were first built in the area in the 1930s.[12] These organized rows of modest one-family stucco houses followed a design pattern similar to the residential streets in other newer neighborhoods of San Francisco, such as the Sunset District.[13] Over the next 15 years, Visitacion

[5] Cox et al., 7. Southern Pacific filled in the bay to create more land for train tracks and tunnels. Tunnel Number 4, located just west of the Schlage Lock site, was constructed in 1905 and is now used by Caltrain.
[6] Ibid., 23.
[7] Ibid., 25. Bayshore has also been documented as "Bay Shore." Originally, Bayshore was probably two words that were later shortened into one. Historic photographs indicate the two-word spelling. For consistency, Bayshore will be spelled as one word in this document.
[8] Ibid., 24
[9] *The Visitacion: Story of Visitacion Valley, San Francisco* (San Francisco: Committee on Press and Publicity for the Benefit of the Church of the Visitacion, 1907).
[10] Danforth, 4.
[11] Danforth, 2.
[12] Jill Kneerim, *Visitacion Valley, San Francisco* (A Report to the Daniel Koshland Awards Committee of the San Francisco Foundation, San Francisco, 1985), 4.
[13] Danforth, 8.

Valley continued to change as farmland gave way to residential development, roads were paved, and Leland Avenue became the valley's core commercial thoroughfare.

From 1940 through the mid 1960s, Visitacion Valley was the setting for various federal housing projects. Many of these projects were part of the San Francisco Housing Authority's effort to provide housing for the 35,000 service members, war workers, and their families who had come to San Francisco in the 1940s. These projects have often been blamed for fostering Visitacion Valley's decline over the second half of the twentieth century.[14] The largest such project, the Geneva Towers, was initially built (in 1967) as a private housing complex for middle-income renters. When such renters failed to materialize in large numbers, the owner instead filled the two 20-story towers with low-income tenants whose rents were subsidized by the federal government under Section 8. Due in part to this change, the share of families in Visitacion Valley dependent on public aid increased from less than 18 percent in 1970 to 26 percent in 1980.[15] Over the next three decades, the Geneva Towers fell into disrepair and became a haven for crime and violence. The U.S. Department of Housing and Urban Development assumed ownership of the buildings in 1991, the first time the agency had foreclosed on a property due to unsafe living conditions.[16] The Geneva Towers were demolished in May 1998.

Leland Avenue Commercial District

Visitacion Valley does not appear on Sanborn maps until 1913, though some development existed prior to that time along Leland Avenue and Bayshore Boulevard (then San Bruno Avenue), which would later become the commercial core of the neighborhood. Bayshore Boulevard was created in the 1860s and was called the San Bruno Toll Road. By 1913 the road was called San Bruno Avenue and sometimes Bay Shore Boulevard. By 1925 Sanborn maps indicate that the road name had been officially changed to Bayshore Boulevard.[17] According to published interviews with Al Cinti, a resident of the area in the early part of the twentieth century, Leland Avenue was only paved to Rutland Street and wooden sidewalks lined the nascent commercial district. He states, "Mr. Rossi [the pharmacist] was here on Leland, and then the water pump company was down the street, and the hotel and bar on the corner. Across the street where the bank is now they had a hotel."[18]

The former Bay Shore Hotel, built in 1905, still stands at the southwest corner of Leland Avenue and Bayshore Boulevard and was the first building constructed at that intersection.[19] The Bay Shore Hotel rented its upstairs hotel rooms to visitors, operated a café on the ground level selling "lager on draught," and was the set for a few scenes of a silent movie starring Swedish actress Anna Q. Nilsson in the early 1920s.[20] Since its construction, the building has undergone a number of alterations including storefront window modifications and an addition of exterior stucco cladding.

[14] Kneerim, 5.
[15] Ibid., 5.
[16] Jason B. Johnson, "Geneva Towers to Tumble: Troubled S.F. public housing project to be demolished today" (*San Francisco Chronicle*, May 16, 1998).
[17] Sanborn Fire Insurance Maps, "San Francisco, California" (1925).
[18] Cox et al., 20.
[19] Based on historic photos (Cox et al., 25) and Sanborn maps (Sanborn Fire Insurance Maps, "San Francisco, California," 1913-1915), Bay Shore was generally spelled as two words before later being shortened to Bayshore.
[20] Cox et al., 25. The film was either *Ten Nights in a Bar Room* or *A Half-Dollar Bill*.

The Visitacion Valley neighborhood first appears on the 1913-1915 San Francisco Sanborn maps. By that time, Leland Avenue featured a mix of residential and commercial establishments. The surrounding residential neighborhoods were sparsely populated, with dwellings of one to two stories set back from the lot lines. The 1913-1915 map indicates that, between Rutland Street and San Bruno Avenue, Leland Avenue had a budding commercial district containing approximately ten one-story dwellings, a French laundry complete with a windmill and water tower, a drugstore, a Hay & Grain, storage facilities, a Feed and Fuel Hall and the Bay Shore Hotel, in addition to roughly 20 assorted stores.

As indicated by the 1913 Sanborn map updated to 1950, the number of retail establishments and other commercial properties on Leland Avenue had nearly doubled by 1950. Census data indicate that, between 1940 and 1950, San Francisco's population increased 22 percent (from 635,000 to 775,000), as an influx of defense workers and other laborers flooded the city during World War II.[11] A number of mixed-use retail and residential buildings had been constructed and a bakery, the Visitacion Valley Post Office, an upholstering business, a furniture store, a branch library, a doctor's office, and a bank had all been added to the growing commercial core of Visitacion Valley. The Schlage Lock Factory on Bayshore Boulevard was in full operation at that time, and the residential neighborhoods surrounding the facility were becoming more densely populated.

Leland Avenue still provides the local community with its commercial core. Although today a mixed-use neighborhood with deteriorating buildings and dwindling commercial activity, the APE retains elements of the valley's history dating from the early twentieth century.

Bayshore Boulevard
By1860, what is now Bayshore Boulevard, originally called the San Bruno Toll Road, came into being. The traffic at this time primarily consisted of dairy workers traveling in horse-drawn wagons to dairy farms in South San Francisco and Brisbane. Tolls were collected for the road at the toll gate located at the seven-mile house, which still stands on the site.[12] By 1913, when Visitacion Valley first appeared on Sanborn Fire Insurance maps, the road was called San Bruno Avenue and, in a few instances, Bayshore Boulevard.

According to the 1913-1915 Sanborn map, development along Bayshore Boulevard (then called San Bruno Avenue) between Arleta Avenue and the county line to the south was sparse. South of Leland Avenue on San Bruno, between Visitacion and Sunnydale Avenues, was a T-shaped saloon surrounded by a number of outbuildings including a water tower and a chicken coop, a buggy shed and a building for playing shuffleboard. Just south of this, also on the west side of the street, was a one-story "Hall" building. Across the street were two rectangular buildings marked as "vacant" and another saloon with a collection of outbuildings including a windmill and water tower. Between Sunnydale Avenue and the county line were a blacksmith shop to the east and four buildings to the west that included an office building, a retail establishment with two shops, a saloon and a restaurant. Of these buildings, only 2600 Bayshore Boulevard remains; this building has been significantly altered.

[11] Gwendolyn Wright, *The Evolution of Public Housing Policy and Design in the San Francisco Bay Area* (Berkeley: UC College of Environmental Design, November 1976), 22.
[12] Danforth, 4.

Sanborn maps dating to 1950 show that the 2400 block of Bayshore Boulevard, just south of the Bay Shore Hotel, was primarily comprised of a set of retail buildings as well as a theater that showed moving pictures. The theater later became the Rose Olivet Baptist Church, sometime between 1950 and the mid-1960s, and has recently been replaced by new construction. Continuing south, the west side of the 2500 block of Bayshore Boulevard contained a set of automotive establishments including three auto repair shops and two gas and oil stations. The west side of the 2600 block was lined with a set of five retail establishments of varying size and a restaurant; the map ends at the county line. Across Bayshore Boulevard, on the southeast corner of Bayshore's intersection with Visitacion Avenue, is another gas and oil station and auto service shop. This collection of buildings was at one time known as the Tower Inn (and later Babe's Bar). In addition to renting rooms, the Tower Inn included a restaurant and a gas station. The Schlage Lock Factory was well established by this time, with numerous industrial buildings lining the eastern side of Bayshore Boulevard.

Existing Setting and Conditions
Visitacion Valley is today home to an estimated 14,000 residents. The demographics have shifted from the valley's early European settlers. The population is now comprised of 59 percent Asian American residents and the other 41 percent is made up of nearly equal percentages of Hispanics, Whites, and African Americans. Visitacion Valley is one of San Francisco's comparatively poorer neighborhoods, with median household income at $43,700 (compared to the city median of $50,800).[13]

Largely overlooked by the building boom of the 1990s, the neighborhood has fallen into a state of decline, partially due to the closure of the Schlage Lock Factory in 1999 and the resulting loss of a key source of employment for community residents. These changes, along with dwindling businesses, rising property vacancies, and a loss of key community amenities, have contributed to the neighborhood's decline and have been key motivating factors in the recent efforts to revitalize Visitacion Valley.

Leland Avenue, the community's commercial core, is characterized by a variety of residential, retail and service-related uses. The scale of buildings ranges from single-story commercial buildings to three-story, mixed commercial and residential structures. The street has a pattern of narrow lots, generally 25 feet in width. Buildings typically front on the sidewalk and lack significant setbacks. Though the small lot width results in a large number of storefronts along the street, the commercial density is not as great as in other San Francisco neighborhoods due to the large number of first floor residential uses that line the street.[14]

Community amenities include a greenway park (described below), a post office, a branch library, a bank, produce markets and other small-scale businesses. In the past 40 years, however, the area has been in a state of economic and physical decline and the district now suffers from dwindling commercial activity and deteriorating building conditions. Many storefronts are vacant and have been boarded up, and graffiti and litter have become increasingly problematic for the commercial corridor.

The Visitacion Valley Greenway is a linear series of six publicly owned parcels that is the product of a cooperative effort by members of the greenway project and the San Francisco Recreation and Park

[13] Urban Solutions, Local Initiatives Support Corporation, Asian Neighborhood Design et al., "Leland/Bayshore Commercial District Revitalization" (2004).
[14] City and County of San Francisco Planning Department. "Planning: Leland Avenue Existing Conditions Memo."

Department (SFRPD). The greenway is intended to serve "as an outdoor classroom and recreation area beautifying the landscape and uniting the diverse groups and generations of Visitacion Valley. [Its] pathways will provide a pedestrian connection from the lower to the upper Valley." The Hans Schiller Plaza is located on the north side of Leland Avenue, between Rutland and Alpha Streets, and marks the southern terminus of the greenway. According to the Visitacion Valley Planning Alliance website, this public plaza recently received the San Francisco Beautiful "Award for Beautification."[25]

Bayshore Boulevard, a major transit corridor between Arleta Avenue and the city/county line, contains a mix of industrial, residential, and commercial properties, most located along the west side of the street. The large industrial buildings of the former Schlage Lock Factory dominate the east side of Bayshore Boulevard. The southern extension of the recently completed MUNI T-Third light-rail line runs down the center of Bayshore Boulevard here, ending just south of the San Francisco city/county line. The 5.6-mile T-Third extends south from San Francisco's Fourth Street Caltrain terminal through some of the city's most isolated neighborhoods. Proposed almost two decades ago, the light-rail extension has been under construction since May 2002 and formally began full service in April 2007.

The *Visitacion Valley Schlage Lock Strategic Concept Plan* was released in 2002, a product of community workshop and planning efforts to determine the future of the Schlage Lock Factory site. The *Initial Redevelopment Proposal* included discussions between Ingersoll Rand and Home Depot about potentially developing a store on the Schlage Lock site. This proposal was met with opposition from the surrounding community due to various concerns, including the effect that type of development would have on transit and traffic, and was ultimately dropped. Working together with the Planning Commission, Urban Ecology and the community produced a set of ten Community Goals. Several consensus points were developed, including the provision of housing, neighborhood-serving retail, open space and community services. In addition, planners and community members expressed the desire that any new development help support and revitalize existing Leland Avenue and Bayshore Boulevard businesses. In July 2005, the Board of Supervisors designated the Schlage Lock site and surrounding parcels along portions of Leland Avenue and Bayshore Boulevard a "Survey Area" in order to promote further study and future redevelopment. The *Draft Visitacion Valley/Schlage Lock Design Guidelines* were released in early 2006 by the Planning Department with the intention of facilitating new development within the Leland/Bayshore area. The Planning Department is currently in the process of developing changes to the planning code and has drafted streetscape improvements to further the vision advanced by the 2002 *Concept Plan*.

Schlage Lock Site

The history of the Schlage Lock site is discussed below in two sections, as the site was formerly occupied by two major companies, the Schlage Lock Company and the Southern Pacific Railroad Company. The western portion of the site along Bayshore Boulevard belonged to the Schlage Lock Company since the mid-1920s and the eastern portion of the site along Tunnel Avenue was owned by the Southern Pacific Railroad Company since the turn of the twentieth century. Although these were two distinct businesses, company operations were interdependent.

[25] Visitacion Valley Planning Alliance, "The Greenway Project."

Southern Pacific Railroad

The former Southern Pacific Railroad Company rails form the eastern boundary of the Schlage Lock site. Many industrial sites benefited from a proximity to the Southern Pacific Railroad for the distribution of goods and the transportation of clients and employees to and from the factory site.[26] The presence of the Southern Pacific Railroad presumably influenced Walter Schlage's decision to locate his company's headquarters in the area.

The Southern Pacific Railroad Company was founded in 1865 by a group of San Francisco businessmen (including Timothy Guy Phelps, who served as the railroad's first president) seeking to build a rail connection between San Francisco and San Diego.[27] The "Big Four" (Leland Stanford, Collis P. Huntington, Charles Crocker, and Mark Hopkins) purchased the Southern Pacific Railroad, merging it with the Central Pacific Railroad in 1870.[28] In 1881, the company merged with the Atchison, Topeka and Santa Fe Railroad Company to become the second transcontinental railroad. By the beginning of the twentieth century, Southern Pacific had acquired various smaller railroad companies, extending its reach north to Oregon, east to Nevada and Utah, and south to Arizona, New Mexico, and Louisiana, monopolizing freight coming in and out of the San Francisco Bay. By March 31, 1901, the Southern Pacific Railroad had established a western coastal route that extended from San Francisco to Los Angeles.[29]

At the turn of the twentieth century, the Southern Pacific Railroad Company had begun filling the bay and building a tunnel, now used by Caltrain, at the corner of Blanken and Tunnel Avenues. Southern Pacific provided commuter service to Visitacion Valley on the line called the "Bayshore Cutoff." Its first track was laid in 1906, and the cutoff opened in 1907.[30] The creation of the cutoff was the product of massive efforts to fill, level, and dig through the land in order to spur development by connecting the burgeoning industrial factory district of the South Bay to the downtown San Francisco.[31] Prior to completion of the cutoff, the ten miles of track extending between the freight depot at Townsend Street to that of San Bruno were recognized as "most important, even as it is the most costly, ten miles of railroad in California."[32] Burrowing its way under five ranges of hills with two miles of tunnels, the Bayshore Cutoff also included the construction of two miles of trestles and a 95-foot cut dug under a dozen city streets at a cost of several million dollars.[33]

The old depot was given the name of "Bayshore Park" and the railroad's roundhouse was constructed in 1916-17. Concurrent with Southern Pacific's filling of the bay and laying of the track was the erection of

[26] "SP Helps Develop the West," *Southern Pacific Bulletin* (December 1967), 20.
[27] This route was eventually completed by the California Southern Railroad in the 1880s. (Douglas L. Lowell, "The California Southern Railroad and the Growth of San Diego," *The Journal of San Diego History*, Fall 1985, Volume 31, Number 4.)
[28] "SP Helps Develop the West," 22.
[29] Earl Heath, *Seventy-five years of Progress: Historical Stretch of the Southern Pacific* (December 1945), 21.
[30] John Signor, *Southern Pacific's Coast Line*. Wilton, California: Signature Press (1994).
[31] Rufus Steele, "The Spread of San Francisco: The wonderful impetus to manufacturing on the Peninsula resulting from the making of Bayshore factory sites. Recent remarkable industrial development of California," *Sunset Magazine* (Volume XIX, No. 3, July 1907), 264.
[32] Ibid., 265.
[33] Ibid.

various buildings in order to serve its workers.[34] Wood and metal-framed worker accommodations and offices were built along the western perimeter of the tracks. Some of these buildings, extant today, are located within the APE.

In 1996, Southern Pacific Railroad Company was succeeded by Union Pacific Railroad. The former lots belonging to Southern Pacific are currently under the ownership of Universal Paragon, and the buildings are now occupied by various commercial organizations.

Schlage Lock Factory
Walter Reinhold Schlage was born in Thuringia, Germany in 1882.[35] At the age of 14, he was accepted at Carl Zeiss Optical Works in Jena for a four-year student-apprentice program where he studied drafting, applied mechanics, and engineering and was awarded for his scholastic achievements. Schlage moved to London to work for Hilger, Ltd. for a year before immigrating to the United States in 1901 where he came to be employed by the San Francisco-based Western Electric Company.[36] As a ship engineer, Schlage traveled extensively, including Brazil, the West Indies, and Central America. He later came back to the Western Electric Company in San Francisco. Apart from his job, Schlage spent his time experimenting with lock devices and by 1909 had patented his first invention, a door lock that switched lights on and off.[37]

In 1920, Schlage left Western Electric and founded a shop south of Market Street at 229 Minna Street. He later moved to 461 Bush Street where his first lock, one comprised of a cylindrical shaft with a door knob and push-button locking device, was designed and created.[38] In conjunction with the cylindrical push-button lock, Schlage implemented an "interchangeably manufactured" design, as it came to be called, which meant that, for the first time, lock parts could be chosen at random and assembled without the need for custom fitting.[39]

Schlage's company would make another move before realizing that more space was required to meet the great increase in staff and production volume. Schlage purchased a tract of 2.5 acres in the Visitacion Valley neighborhood in 1925. The new factory and administration buildings of Schlage Lock Company at 2601 Bayshore Boulevard were dedicated on Friday, June 25, 1926. Present at the ceremony were Joseph B. Ruegg, President; James Rolph Jr., Mayor of San Francisco; E.W. Milburn, President of the Downtown Association, and George Gay of the Chamber of Commerce. Southern Pacific provided a special train from Third and Townsend for guests attending the ceremonies.[40]

By the mid-1920s, overextension of company funds, in part due to the development of the new Bayshore facility, threatened the financial stability of the Schlage Lock Company. Local businessman and manufacturer Charles Kendrick responded to the company's plea for support with sizeable investments in the company. Kendrick's financial commitment to the company led to his appointment to Chief

[34] Danforth, 11.
[35] State of California, California Death Index, 1940-1997.
[36] Paul Van Slambrouck, *San Francisco Business* (March 1974), 29.
[37] "The History of Schlage."
[38] Van Slambrouck, 29.
[39] Ibid.
[40] Danforth.

Executive of Schlage Lock Company in 1926 until his retirement in 1969. During the Great Depression, Kendrick worked for years without salary and advanced his own credit to keep the company afloat, enabling the company to survive the Great Depression.

During World War II, Schlage's activity was curtailed by the severe restrictions the U.S. government had placed on non-war-related manufacturing.[41] The company produced shell casings, bomb tail fuses, a variety of aircraft parts, and proximity fuses for the Navy.[42] For its support of the wartime cause, the company was awarded the Army-Navy E for Excellence in War Production.[43]

The Schlage-Kendrick partnership proved extremely successful and lasted until Schlage's death in 1946. The Schlage Lock Company continued to thrive under Kendrick and later his son. Gradual expansion of the company from the 1950s to the 1970s resulted in the acquisition of smaller companies including the California Lock Company, Peabody Company, LCN Closers, the Von Duprin Factory, and the General Lock Company of Pontiac, Michigan.[44]

In 1964, Schlage gained international status when it supplied all the lock hardware for the Pan American Building in New York City, the largest commercial office structure in the world at the time. After Kendrick's retirement in 1969, the lock factory was acquired by the Ingersoll Rand Company in 1974 and became part of the Ingersoll Rand Door Hardware Group. The Schlage Lock Company continued to thrive and expand under the new management, entering markets in New Zealand, Australia, Canada, and Asia, as well as Central and South America.[45] For decades, Schlage was an economic stronghold of Visitacion Valley, employing thousands from the neighborhood.[46] In 1974, *San Francisco Business* reported that Schlage Lock Company in San Francisco employed some 1,600 people, making it the city's largest manufacturing firm. The factory played a significant part in the economic and employment base of the Visitacion Valley community for over 70 years, providing a number of jobs to people living in the surrounding neighborhoods.

Notable Architects

William P. Day
William P. Day (1883-1966),[47] an Ohio native, moved to the Bay Area and was trained as an engineer at U.C. Berkeley. In 1916, Day joined Charles P. Weeks (1871-1928).[48] The partnership of Weeks & Day architects became one of San Francisco's most successful architectural firms in the first half of the twentieth century. Known for several high-profile projects including hotels, schools, and movie theaters

[41] Schlage Lock Company Annual Report, 1969.
[42] Ibid.
[43] Ibid.
[44] "The History of Schlage."
[45] Van Slambrouck, 31.
[46] Ryan Blitstein, "Not for Sale by Owner," *SF Weekly* (March 8, 2006).
[47] State of California, California Death Index, 1940-1997.
[48] United States Federal Census Records, 1910. See also Jack Douglas, "Weeks and Day: Architects for the Ages," *Continuity: Preservation Action Council of San Jose Newsletter* 6 (Fall 2003). Charles Weeks, a student of the Ecole des Beaux Arts in Paris, had been associated with John Galen Howard, architect of the new plan for the University of California, Berkeley. Day trained as a civil engineer at Berkeley and was also licensed as an architect.

throughout California, Weeks & Day drew from a variety of architectural vocabularies to create their eclectic designs. Some of Weeks & Day's most prominent designs in San Francisco include the Sir Francis Drake Hotel, the Mark Hopkins Intercontinental Hotel, and the Don Lee building at 1000 Van Ness Avenue.[49] The elaborate ornamentation of their theaters and hotels reflected their intended function of providing fantastical exotica.

Although more well-known for their commercial projects, the firm of Weeks & Day was also given important industrial projects around the city, such as the large warehouses along the Central Waterfront at Pier 70 in San Francisco. Weeks would have been familiar with industrial design, having worked on industrial projects through his former partnership of Sutton & Weeks (1902-1916) on the notable Baker & Hamilton (1905) warehouse and office building at 700 7th Street in the Showplace Square area of San Francisco. After the partnership, Day would continue practicing as an architect and using his engineering skills for important industrial designs all over the city. In 1926, Day designed the Spanish Colonial-style Old Office Building, and the modernized warehouse, Plant 1 at the Schlage Lock site. In 1947, he designed Plant 2. He would also continue to experiment with designs, winning second place in the competition for the Oregon State Capitol Building in Salem.[50] Before his retirement in the late 1950s,[51] Day was instrumental in surveying and planning of both Treasure Island for the 1939 Exposition[52] and the main terminal building at the San Francisco International Airport.[53]

Alfred F. Roller
Alfred F. Roller (1891-1981),[54] architect of Plant 3 at the Schlage Lock site, was a prominent San Francisco-based architect, most notably known for his concrete commercial buildings and public projects throughout the Bay Area. Frequently featured in *Architect and Engineer*, Roller was interested in the design of office structures, particularly how modern materials and design could provide the ideal working environment. Prior to the construction of Plant 3 in 1950, Roller had worked on various large-scale projects including a housing project,[55] a federal building, a production plant,[56] and multiple office buildings. Experimenting with concrete, Roller found it to be an ideally variable material that he used for a range of buildings from the Romanesque Oak Hill Mausoleum in San Jose[57] and neoclassical Federal

[49] Corbett, Michael R., *Splendid Survivors: San Francisco's Downtown Heritage* (San Francisco: California Living Books, 1979), 162, 224, 229.
[50] "S.F. Architect Given Honor," *San Francisco Chronicle* (May 28, 1936), 7.
[51] "S.F. Architect William Day Dies," *San Francisco Chronicle* (August 12, 1966), 40.
[52] "Engineer of Golden Gate International Exposition," *San Francisco Chronicle* (March 5, 1939), 6.
[53] "S.F. Architect William Day Dies," 40.
[54] State of California, California Death Index, 1940-1997.
[55] Alfred F. Roller, "California Masonic Memorial Temple San Francisco," *Architect and Engineer* 213 (April 1958), 12-19.
[56] Alfred F. Roller, "New World Headquarters Building-Merchant Calculators, Inc., Oakland, CA.," *Architect and Engineer* 212 (January 1958), 10-13.
[57] Albert F. Roller, "The Oak Hill Mausoleum," *Architect and Engineer* 99 (November 1929), 51-67.

Building in Redding, California,[58] to the modern, streamlined NBC Building in San Francisco[59] and World Headquarters Office for the Rexall Drug Company in Los Angeles.[60]
The horizontal emphasis of Plant 3, particularly the continuous bands of steel-sash windows and the projecting eaves, blends contextually with Day's warehouse to the north (Plant 2), which exhibits a streamlined effect with its rounded corner and continuous band of windows. Of his design for the World Headquarters Office Building for the Rexall Drug Company, Roller states that he wished to use "aluminum windows and architectural concrete exterior…to express horizontal elements in continuous form rather than a veneer with joints…concrete was the only medium."[61] In 1956, a few years after the construction of Plant 3 for the Schlage Lock Company, Roller was appointed to the City's Art Commission.[62]

Hertzka & Knowles
The New Office Building at the Schlage Lock site, constructed in 1974, was designed by the San Francisco architecture firm Hertzka & Knowles. They were most likely recruited for the commission because of their experience with office building design; they were known primarily for their high-rise office buildings in downtown San Francisco. High-rise office buildings associated with the firm include 555 Market Street (c.1964), 575 Market Street (c.1975), 100 Pine Center (c.1972), the Crown Zellerbach Building at 1 Bush Street (c. 1959), and the Pacific Gas & Electric Co. Tower at 77 Beale Street (1971).

II. Property Descriptions and Historic Resource Evaluations – Bayshore Boulevard and Leland Avenue

This section provides a brief description of each property's history and development. See Appendix C for DPR 523A Primary Record forms for each property listed below except for those built after 1967. Those properties that were found to be potentially eligible for listing as historic resources are further documented with DPR 523B Building, Structure, and Object (BSO) forms.

The following properties are considered historic resource for CEQA purposes:

- 2400-2420 Bayshore Boulevard (1905)
- 37-45 Leland Avenue (1933)
- 58 Leland Avenue (1941)
- 191 Leland Avenue (1910)
- 196 Leland Avenue (c. 1900)
- 198 Leland Avenue (c. 1900)
- 445-447 Visitacion Avenue (1934)

[58] Homer N. Hadley, "New Federal Building at Redding, California," *Architect and Engineer* 133 (June 1938), 39-40.
[59] Alfred F. Roller, "Radio's Newest Plant: The N.B.C. Building in San Francisco," *Architect and Engineer* 149 (May 1942), 19-23.
[60] Alfred F. Roller, "World Headquarters Office Building, Rexall Drug Company, Los Angeles, CA.," *Architect and Engineer* 171 (October 1947), 19-30.
[61] Ibid., 30.
[62] "Mayor's Art, Planning Aides Sworn into Office," *San Francisco Chronicle* (January 12, 1956), 16.

Property Descriptions – Structures Built c. 1900-1913
Properties constructed before the 1906 earthquake and fire and those associated with the City's recovery and revival.

2400-2420 Bayshore Boulevard
The two-story building at the southwest corner of Bayshore Boulevard and Leland Avenue was built in 1905 according to the San Francisco Office of the Assessor-Recorder. Historic photographs indicate that this building was the first to be constructed at this intersection. The earliest available building permit application for the address dates to September 27, 1906. The owner of the two-story building already extant on the site, J.B. Potter Realty Co., had applied to add additional stories, but this request was rejected as the project did not comply with a City building ordinance requiring heavier foundations for taller buildings. A permit application dated June 17, 1907 proposed construction of an office building on the site, but this permit is faded so as to be largely unreadable. A third permit application, dated July 3, 1907 (later withdrawn), indicates the intention to erect a shed and barn on the site.

Additional window and door openings were created in 1920 and the rear stairs and porches were replaced by owner C. A. Lewis; the building housed a hotel and retail stores at this time. By 1934 the building was known as the Bayshore Inn and permits indicate that the building was still functioning as a hotel and bar with stores by 1971. By 1978, portions of the interior were being transformed into living space as 25 living rooms were converted to eight apartments, each with their own bathroom and kitchen. Other changes to the building over the years included various interior alterations as well as exterior façade alterations and signage adjustments for the ever-changing commercial establishments. A number of the original windows have been replaced and the building has been covered with a cladding of stucco. The building at 33A-33N Leland Avenue is similar in style to the Bay Shore Hotel with its combination of rounded and squared bays, one-over-one, double-hung windows, molded belt course and storefront assembly. Both buildings appear on the 1913-1915 Sanborn Map, flanking the Municipal Pumping Plant. It is unclear whether 33A-33N Leland Avenue was once connected to the Bay Shore Hotel and later moved, or whether the smaller building was constructed separately.

In Carey & Co.'s professional opinion, the Bay Shore Hotel is historically significant for its association with the broad patterns of development of commercial uses along Bayshore Boulevard and Leland Avenue and should be considered a historical resource for purposes of CEQA. A full discussion of the building's significance is included in Appendix C below.

2600 Bayshore Boulevard
According to San Francisco Office of the Assessor-Recorder records, this two-story, mixed-use building was constructed in 1906. The earliest building permit on record dates to 1934 when owner Lillian G. Robertson made a number of alterations to the interior of the building, including the installation of new flooring in the kitchen and main dining room as well as new plaster on the ground floor walls. The building was being used as a hotel at that time. New signage was installed on the building in 1935 advertising for the Bay Side Tavern. By 1948 the building was still owned by Lillian Robertson and was functioning as a restaurant. Alterations were made at that time to create office space. In 1959, J. Loew owned the building, now used as a "café and hall." In the early 1960s the building was owned and operated by the grocery chain Safeway as Safeway Store #624. The building use changed yet again in

1964 when it became the Bayside Café. Over the years the building underwent a number of alterations to both the interior and exterior, including a full window replacement and installation of a canvas awning.

2610 Bayshore Boulevard
According to the San Francisco Office of the Assessor-Recorder, this commercial building was constructed in 1910. The earliest building permit dates to 1945 when the building, a supermarket and lunch counter, was owned by E. Nolan, Emmanuel Lupo, and Angelina Guaryna. A storage room was added to the rear of the building in 1946 when the building was known as Lupo's market. A new foundation on the front of the building was installed in 1964, as was the new stucco front. The aluminum front door and fixed, metal sash windows were also installed at this time. Mr. F. E. Smith came to own the building around the mid-1960s and soon thereafter the store was dubbed Smitty's, as it is still called today.

31-35 Leland Avenue
On the 1913-1915 Sanborn map, the building appears with the address 35-39 Leland Avenue and displays two squared bays on the front elevation and a rounded bay at the front, northeast corner. The east section of the building contains a store and the east portion, which extends farther back on the lot, is labeled as the "Feed and Fuel Hall." In 1933, owner G. Baumann applied to make alterations to the then-vacant building. Baumann installed a center wall with two new front doors and windows. He also lowered the mezzanine floor and the building was to be used as a barber shop and shoe shop. By 1950, the Feed and Fuel Hall section of the building had been removed and 35 Leland had been divided into two stores. The building lost one of its squared bay windows in this structural modification.

In 1981, a delicatessen and grocery store was in operation at 35 Leland Avenue and a television repair business occupied unit 33A in 1984. The building received a new roof in the year 2000. Today, the building appears to contain residential units on the second level and one operating retail unit on the ground level.

46 Leland Avenue
According to sales ledger research, the property at 46 Leland Avenue was sold to Thomas Murphy by the Bayshore Building Company in June 1915. The 1913-1915 Sanborn map indicates that the building is the local "Hay and Grain." In August 1915, Murphy sold the building to Producers Hay Company who owned the building for four years before selling it to Thomas P. McDonald in 1919. Charles A. Louis, who operated a dry goods store at 9 Leland Avenue in the 1920s, purchased the property that same year and owned it until 1938 when he sold it to Alfred C. and Emilia M. Quie. Frances Milburn bought the building in 1942, later selling it to Victor and Bernadette Losurdo in 1944. The Losurdos owned the property through the late 1970s.

The earliest building permit application for the building dates to 1928 when the owner applied to "brace and repair [the] coal barn." The permit indicates that the property's current use at that time was as a coal barn. In 1955, owner Victor Losurdo was operating the building as a "Pet and Garden Supply" and had a "new front" put on the building, likely the one there today. In 1966, Losurdo undertook renovations totaling $26,000 to remodel the existing store and add a two-unit living area to the building. Today the building contains residential units on the second floor and Royal Pacific Mortgage operates out of the

commercial space on the ground level. The primary façade of this building has been greatly altered from its original form and appearance.

50 Leland Avenue
This two-story, mixed-use building first appears on the 1913-1915 Sanborn map. The building was at that time used as a store, located next to the Leland Avenue "Hay and Grain." The earliest building permit on record, submitted by a Mr. Centi, dates to 1949 and is for minor interior alterations and a storefront alteration. At that time, the building housed a cleaning store, according to the permit. In 1974, owner W. Meadors installed wood shingles on the front of the building along with a new front door, and converted the former store space for use as an office. A single-family residential unit was located on the second level. By 1984, the office had converted back to a store. Owner William Meadors installed two plate glass windows with vents on the storefront in July of that year. Today the building houses the business "Nails by Jenny" on the first level and a residential unit on the second story.

57-61 Leland Avenue
This building was constructed c. 1900 according to the Office of the Assessor-Recorder and first appears on the 1913-1915 Sanborn map as a one-story store, rectangular in plan and with a concrete foundation. This map also shows a one-story outbuilding at the rear of the lot. The property retains the same plan and outbuilding in the 1950 Sanborn map, although the store has changed to a two-story building. In the 1964 Sanborn map the outbuilding is no longer extant and a small, two-story addition has been added to the rear of the store. U.S. Census records indicate that Samuel Tisma, a Serbian immigrant, lodged at 71 Leland Avenue in 1920 and worked as a laborer at the steam railway. A 1923 building permit application indicates that Samuel Tisma owned the building at 57 Leland Avenue and in that year installed a new foundation and second-story windows. According to a 1965 report by the City's Urban Renewal Division, the building was altered in 1947 to a single-family dwelling and a store.[63] Alterations were made to the property in 1965 to comply with San Francisco housing and building code and included installation of sprinklers and the provision of a second means of egress for each dwelling. The building also appears to have been clad in stucco and undergone storefront modifications over the years. The Leonetti family has owned the property since the 1960s.

93-95 Leland Avenue
According to the building permit history for this property, Samuel Yellish applied to erect a one-story frame building at this address in 1907 for use as a store. The property first appears on a 1913-1915 Sanborn map indicating that the building contained two stores and had a one-story, rectangular storage building at the rear of the lot. U.S. Census records show that Samuel Yellish immigrated to the United States in 1903 and by 1920 was employed as a shoemaker. Samuel, his wife Katherine and daughter Helen resided at this address in the 1920s, where the family operated a shoe store. In 1942, the property housed a residential unit as well as an ice cream store, and by 1949, when the storefront was replaced, the retail use had changed to a floral shop. The 1950 Sanborn map shows the commercial property as it was in the earlier map, though the storage building had been converted to a dwelling and two small outbuildings had been attached to its eastern elevation. Forty-Niner Cleaners, still operating on Leland Avenue but from another location, operated from this address in the late 1950s. The 1964 Sanborn map

[63] This report is filed with the property's building permit records at the San Francisco Department of Building Inspection.

shows the plan and use of the buildings at this address as the same. In 1967, the foundation walls and cellar steps were rebuilt and the building underwent minor interior alterations. The exterior stair was rebuilt both in 1999 and in 2003, according to permit records. Today, the building is owned by Andreas G. Korbes and houses the Casketorium, Inc., a funeral facility.

100 Leland Avenue
The pharmacy building at 100 Leland Avenue was constructed in 1908 according to the Office of the Assessor-Recorder. Sales ledgers show the property was sold from J.J. and M. Jennings to Virginio and Theodore Rossi in November 1924, although building permit records indicate that the Rossi Brothers owned the building as early as 1921. The Rossi family settled in Visitacion Valley after the end of the Civil War and became prominent land owners after purchasing a number of acres of rich farmland. The family, one of many Italian families that settled in the area, operated large vegetable gardens and later opened the Visitacion Valley Pharmacy on Leland Avenue, which they owned and operated for more than 70 years. By the early 1900s, a portion of the Rossi land holdings became the first section to be divided into residential lots.[64]

It is possible that a less substantial, wood-frame building functioned as the Visitacion Valley Pharmacy beginning sometime around 1908. Later, when the area became more populated and business expanded, alterations were made to improve and expand the building. According to building permit records the building was raised on jacks in 1921 in order to install a new concrete foundation and mudsills. The building was being used as a drug store and residence at that time. In 1927, a storeroom was added to the rear of this two-story building. The structure received a coating of stucco on the front and east side in 1939 as well as new plate glass windows in the front elevation. In 1940, a garage and two additional rooms were added to expand the residential space. Oliver W. Fami now owns the building.

101 Leland Avenue
The building at 101 Leland Avenue first appears on the 1913 Sanborn map updated to 1950, at the rear of Lot 36, Block 6250. The building is shown as a one-story dwelling and appears to retain the same use today. The property is currently owned by Sam Leonetti and is in deteriorated condition.

107 Leland Avenue
The building at 107 Leland Avenue is a simple, rectangular, wood-frame building with a horizontal wood clad false front. The structure appears on the 1913-1915 Sanborn map as a rectangular storage building with an L-shaped dwelling (109 Leland Avenue) at the rear of the lot. By 1950, historic maps indicate the building was then being used as a store and the rear dwelling had been removed. The building has recently been used as a restaurant, though at the time of this survey, the property was for sale.

116 Leland Avenue
An early application (date illegible) for the construction of this property states that the intended structure was to be a two-story, three-family, frame dwelling with a flat roof. The builder and owner is listed as Ch. McWam of South San Francisco. In 1949, owner Raymond Rios, a baker by trade, made a number of alterations to the property. These included adding a stucco cladding to the front elevation, removing and reconstructing interior stairwells, replacing windows on the front façade, and replacing

[64] Danforth, 4.

some interior doors. In 1950, the Rios family completed further alterations to the house, including the addition of a sun porch, a bathroom remodel, new flooring, and kitchen windows. Asbestos siding was added to the front and west walls in 1958. By 1966, the building was owned by Sam Leonetti and was being used for storage. In 1983 stairs were removed from the side of the house and the front door relocated. The building appears to currently be used as a residence and has been highly altered.

185 Leland Avenue
The house at 185 Leland Avenue is one of the oldest on the street, appearing on the 1913-1915 Sanborn map as a one-story dwelling with a smaller, one-story, rectangular addition to the rear (south elevation) of the building. Another dwelling, 187 Leland Avenue, is located behind this property on the same lot. Sales ledger research indicates that Joseph A. Heck, executor of the estate, sold the property to Frank and Ida Meyers on November 5, 1914. Frank and Ida Meyers immigrated to the United States from Switzerland in the 1860s and became naturalized citizens in 1884. Frank was employed as a laborer with a contractor in 1920, according to U.S. Census records. The Meyers' sold the property to Oscar Sahlberg in 1934. Sahlberg, a Swedish immigrant, was employed as a boat builder at the shipyards in 1930 and lived in the house with his wife Isabel and two daughters, Helen and Fern. The Sahlbergs later sold the property to Domenico Cressa, a marble worker from Italy, in 1941 and the property remained in his ownership until his death in 1973. Building permit records show that Cressa had a new concrete foundation installed in 1946 and the front of the house covered in white asbestos shingles in 1947. The house underwent a full kitchen and bath remodel in 1994.

187 Leland Avenue
This property sits behind 185 Leland Avenue on the same lot. It appears on the 1913-1915 Sanborn map as a single-story dwelling. The 1920 U.S. Census lists the tenants renting the house as George Elliott and Jeremiah Sullivan. Both born in the United States, Elliott worked as a bricklayer with a contractor and Sullivan was employed as a shipyard worker. Directory research suggests various tenants rented this property over the years.

191 Leland Avenue
This one-story house with basement appears on the 1913-1915 Sanborn map and is located at the rear of the lot. In plan, the house remains much today as it stood in its original form. The first building permit on record for the property dates to 1924, when owner G. Felice made repairs to the porch. Minor upgrades were made in 1965 and the house was reroofed in 1996.

Sales ledgers show that Francis J. and Mary T. Kelly sold the property to Felice and Maria Luccini in November 1925. According to 1930 U.S. Census records, Felice worked as a general laborer and the couple had two daughters, Angelina and Inez as well as a son, Joseph. In 1950, the house was transferred as a gift to the three children, who continued to own portions of the property in 1998.

In Carey & Co.'s professional opinion, the house at 191 Leland Avenue is historically significant for its association with the early development of Leland Avenue and should be considered a historical resource for purposes of CEQA. A full discussion of the building's significance is included in Appendix C below.

196 Leland Avenue
The modest Greek revival style cottage at 196 Leland Avenue is one of three buildings on Block 6247, Lot 042, and one of the older buildings on Leland Avenue. Generally square in plan and of frame construction, this building appears on the 1913-1915 Sanborn map as a dwelling with a bay window on the front elevation. Some small outbuildings, including a rectangular stable, are shown at the rear of the lot. Little information was found about ownership history for this property. Originally a residence, the building functioned as a store during the 1960s, according to Sanborn maps, and today appears vacant. Signage for the "Cancun Taqueria" has been attached to the front gable, the front door has been replaced and the bay window has been secured with wooden boards.

In Carey & Co.'s professional opinion, the cottage at 196 Leland Avenue is historically significant for its association with the early development of Leland Avenue and should be considered a historical resource for purposes of CEQA. A full discussion of the building's significance is included in Appendix C below.

198 Leland Avenue
The building at 198 Leland Avenue is one of three structures on Block 6247, Lot 042, and one of the older buildings on Leland Avenue. Rectangular in plan and of frame construction, this building appears on the 1913-1915 Sanborn map as a one-story store with a poured concrete foundation. Some small outbuildings, including a rectangular stable, are shown at the rear of the lot behind 198 Leland and the adjacent dwelling at 196 Leland Avenue.

Sanborn maps indicate that, by 1950, both 196 and 198 Leland Avenue were dwellings and the third property on the lot (186 Leland Avenue, a store) had been constructed, incorporating the former stable building at the rear of the lot. Sanborn maps updated to 1964 indicate that at that time all three buildings on the lot were being used as retail establishments. Building permits show that 198 Leland Avenue underwent a number of interior alterations in the 1960s. On the front elevation, new windows have been installed and commercial signage has been attached to the false front. Today the building houses a restaurant and bakery.

In Carey & Co.'s professional opinion, the building at 198 Leland Avenue is historically significant for its association with the early development of Leland Avenue and should be considered a historical resource for purposes of CEQA. A full discussion of the building's significance is included in Appendix C below.

Property Descriptions – Structures Built 1914-1930
These properties were built after the period generally defined as the earthquake recovery period, through the prosperity of the 1920s, to the beginning of the Depression era.

2440-2442 Bayshore Boulevard
This two-story, mixed-use building is quite similar in design to its neighbor at 2434-2436 Bayshore Boulevard. Built in 1926, this building is shown on the 1950 Sanborn map as a store. On the 1964 update of this map the building's use had changed to that of a restaurant.

2434-2436 Bayshore Boulevard
This two-story, mixed-use building is similar in design to its neighbor at 2440-2442 Bayshore Boulevard. Built in 1925, this building contained a steel oven, according to the 1950 Sanborn map. On the 1964 update of this map the building's use had changed to that of a restaurant.

2446-2458 Bayshore Boulevard
This large, two-story corner building was constructed in 1930, according to the Office of the Assessor-Recorder. It contains three separate retail spaces and appears to have residential units on the second floor.

2500 Bayshore Boulevard
Built in 1929, this building operates in conjunction with 521 Visitacion Avenue as an automotive repair shop. The 1950 Sanborn map shows 2500 Bayshore Boulevard as an L-shaped gas and oil station with accompanying grease pit. The buildings to the west (521 Visitacion Avenue) and south (2520 Bayshore Boulevard) are both auto repair shops. The 1964 Sanborn map indicates the building is constructed of brick and concrete and has been divided into three sections. Today, T.W. Automotive is located at this address and though it retains generally the same plan, the building appears to have undergone a recent roof and façade improvement.

2520 Bayshore Boulevard
Built in 1929, this reinforced concrete building operated as an automobile repair shop and contained a metal spray painting booth. By 1964, the building functioned as a store and is today occupied by a business called Roverland Incorporated. With its stepped parapet, stucco façade, and metal roll-up door, the structure can be classified as an early-twentieth-century industrial-style building.

2598 Bayshore Boulevard
The building at 2598 Bayshore Boulevard was built in 1930, replacing an earlier one-story dwelling and three outbuildings that were located on the site around 1913-1915, according to Sanborn maps. A rectangular building appears at this address on the 1950 Sanborn map and is labeled as an auto repair shop. Shown projecting from the center of the front (east) elevation on this map is an oil and gas station, both one-story. The 1964 Sanborn map just shows the rectangular auto repair shop, constructed with a steel truss roof and reinforced concrete walls, and notes a filling station is adjacent to the east. Today the building is owned by Michael Giannini and is called Bayshore Service, an automotive repair service station.

2635 Bayshore Boulevard
Currently owned by the Silvestri family, this property spans the San Francisco-San Mateo County line and is comprised of a number of adjoining buildings. Although the actual date of construction is unknown, the property may have developed from the contiguous office and saloon that appear on the 1913-1915 Sanborn map. Historic photographs indicate that the building, as it appears today with the log veneer façade, existed in the 1930s. The 1950 Sanborn map shows that the saloon building had been converted to a restaurant. The map also indicates that both of the two earlier buildings had been encompassed by a collection of later one-story buildings. Half of this complex is located in San Mateo County. By 1964, the building is shown as a commercial building on Sanborn maps and the San Mateo

County portion has been omitted. Today the building and its associated additions operate as a sister retail establishment to the Silvestri garden ornament store across the street at 2630 Bayshore Boulevard.

26 Leland Avenue
The building at 26-28 Leland Avenue was built in 1924, according to the Office of the Assessor-Recorder, and appears on the 1950 Sanborn map as a one-story over basement dwelling with a poured concrete foundation. It retains the same use and configuration in the 1964 Sanborn map. The use has recently been changed to that of a restaurant and the front façade has been renovated to reflect the new use.

30 Leland Avenue
According to the Office of the Assessor-Recorder, this mixed retail and residential building was constructed in 1923. Sanborn maps indicate that the building was a two-story store as of 1950. The 1964 Sanborn map indicates the building contained a restaurant and a one-story dwelling. The property appears to have undergone a complete façade improvement in the 1960s and does not retain the appearance it had at the time it was constructed. The building is currently owned by Wu Yu Tong and Chen Bing Yan. The Sun Fai Restaurant appears to be out of operation.

34-36 Leland Avenue
The building at 34-36 Leland Avenue was built in 1916, according to the Office of the Assessor-Recorder, and appears on the 1950 Sanborn map with a number of rear additions. All buildings are shown to be one-story with a paint store at the south end and a warehouse at the north end of the lot. The property housed Johnson & Son Hardware Co. in the late 1950s. The building retains the same configuration on the 1964 Sanborn map as it did in 1950. Today, the building is three stories tall and appears to have undergone a recent renovation to the entire front façade, including storefront reconfiguration, full window replacement, and the addition of stucco cladding.

44 Leland Avenue
The mixed-use building at 44 Leland Avenue exhibits elements of the Greek Revival style with its front facing pediment gable and dentiled cornice. It was built in 1916, according to the Office of the Assessor-Recorder, although it appears on the 1913-1915 Sanborn map as a two-story store with a rectangular, one-story dwelling at the rear of the lot. The Sanborn map from 1950 indicates that the building retained the same configuration, but by 1964 the map indicates that the two-story building contained both retail and residential uses. The building is currently owned by Ngoc and David Linh and houses the Bay Wash Laundry on the ground level and residential units on the second story.

51 Leland Avenue
The mixed-use building that stands at 51 Leland Avenue was constructed in 1926, replacing a smaller, one-story dwelling that occupied the lot in 1913-1915, according to Sanborn maps. The 1950 map shows the building as being of frame construction and containing two flats and two retail units, one each at the north and south ends. The 1964 Sanborn map indicates that the retail space at the building's south end had, by that time, been divided into three smaller retail spaces. The Jay-Vee clothing store once occupied the retail space in this building. Today, the sole commercial use of the building is the Forty-Niner Cleaners, who have been tenants since 1989.

69-73 Leland Avenue
This simple, two-story frame building first appears on a 1950 Sanborn map, which indicates that the building was a store. By 1964, the building was operating as Fox's Restaurant and Fountain. Today the building is still in use as a restaurant and appears to have a residential unit on the second floor. The building is simple in plan and lacks architectural ornamentation. It is currently owned by the Vincent and Della Leonetti trust.

110-112 Leland Avenue
This two-story, mixed-use building first appears on the 1950 Sanborn map as a retail property. By 1964, the Sanborn map shows that the building contained "some paint" and retains its earlier use and configuration. Today, the building contains the Luen Fat Bakery and Restaurant and has undergone façade modifications including a storefront assembly remodel, a second-story window replacement, and an addition of an exterior cladding of textured stucco. The building is now owned by Nazario Reyes.

117 Leland Avenue
This two-story, frame building was constructed in 1928, according to the Office of the Assessor-Recorder. It appears on the 1950 Sanborn map as a two-story retail unit with a poured concrete foundation, and on the 1964 Sanborn map as a commercial property. Today, the original ground-floor retail space has been replaced by a garage, flanked on either side by entry doors that presumably lead to the residential units above. The building is currently owned by Tsiu Wan Ng and Kwok Cheung.

128-130 Leland Avenue
This simple, mixed-use building was constructed in 1930 and shows on the 1950 Sanborn map as a two-story store with a poured concrete foundation. The 1964 Sanborn update indicates that the building was a commercial property. Today owned by the Chang Family Trust, the building appears vacant.

159-161 Leland Avenue
This two-story frame building was built in 1926 for Gaetano and Matilde Bisaro by builder James Neish. The Bisaro family came to the United States from Italy in 1909, and by 1926 Gaetano was employed as a laborer for the railroad. In 1930, the couple's two oldest sons were working as butchers in a local butcher shop.[65] There was no architect involved in the design or construction of this mixed commercial and residential building. Alterations, including the addition of a bathroom and rear garage, occurred in the 1940s. Asbestos siding was applied to the exterior sides and rear of the building in 1964. Two garages were added to the structure in 1986.

176 Leland Avenue
This simple, frame residential building was built in 1922 and is shown as a one-story with basement dwelling on the 1950 Sanborn map. The plan, configuration, and use remain the same on the 1964 Sanborn map. Today the building is owned by Waixian Huang.

180-182 Leland Avenue
According to the Office of the Assessor-Recorder, this two-story, mixed-use building was constructed in 1927. It is first shown on the 1950 Sanborn map, which indicates the retail unit was located in the

[65] United States Federal Census Records, 1930.

building's southeast corner and the residential unit was much larger in size. By 1964, the former retail space was marked as "public" and the residential space had been converted to a "club." The building is currently owned by Donald Wong and appears to have residential units on the upper floor; the retail unit is vacant.

Property Descriptions – Structures Built 1931-1950
This phase of development includes buildings constructed during the Depression era through World War II. The Visitacion Valley neighborhood remained largely pastoral through the 1920s and between 1931 and 1950 became more fully developed with both commercial and residential properties.

2320 Bayshore Boulevard
This one-story commercial building first appears on the 1950 Sanborn map where it is labeled as containing both a bank and a retail space. This map also indicates that another small retail space was attached to the north side of the building. Arthur Resnick operated Arthur Realty Company at this location, likely from one of the smaller retail spaces, in the late 1950s. On the 1965 Sanborn map it appears that the retail spaces were vacant or had both been incorporated into the building's use as a bank. Today, the Visitacion Valley branch of the Bank of America occupies the entire property.

2510 Bayshore Boulevard
This simple concrete building first appears on the 1950 Sanborn map as a store, flanked on either side by automotive repair businesses. The location is listed in a local church bulletin in 1958 as Valley Auto Supply, operated by Geo. O'Brien and Stan Donahue. By 1964, Sanborn maps indicate that the building housed an upholstering business.

6 Leland Avenue
This one-story commercial building first appears on the 1950 Sanborn Map where it is labeled as containing both a bank and a retail space. This map also indicates that another small retail space is attached to the north side of the building. Arthur Resnick operated Arthur Realty Company at this location, likely from one of the smaller retail spaces, in the late 1950s. On the 1965 Sanborn it appears that the retail spaces are vacant or have both been incorporated into the building's use as a bank. Today, the Visitacion Valley branch of the Bank of America occupies the entire property.

21-29 Leland Avenue
In May 1942, John and Mildred Oreglia purchased Lot 2 of Block 6249 from the City and County of San Francisco. Four years later, in March 1946, owner John Oreglia applied to construct this stucco-clad frame building. The building was constructed for the purpose of housing three retail spaces and the cost of construction was $10,000. The owner is listed as the contractor and no architect is associated with the building. During the construction process it was necessary to remove a portion of the rounded bay window protruding from the neighboring property to the west. By July 1946, Valley Liquor Store occupied 25 Leland Avenue and Lisota's Beauty Service moved into 21 Leland in October of that year. Princess Baby Shop occupied the remaining retail space, 29 Leland, by January 1949. By 1958, 21 Leland housed Annette's Beauty Service and 29 Leland Avenue was occupied by B.S.C. Cleaners and Laundry. In 1973, 29 Leland Avenue became Roy Castro Karate School.

Three colored glass panels were removed from the front of the building in 1977 and replaced with stucco cladding. The storefronts have been altered over the years to accommodate the needs of various commercial entities that leased retail space. The Credit Union currently occupying 29 Leland Avenue completed a storefront and entry remodel, as well as an interior remodel, in December 2005.

37-45 Leland Avenue
The building housing 37, 41, and 45 Leland Avenue is situated on Lots 12, 13, and 14 of Block 6249 along Visitacion Valley's commercial corridor. According to the Office of the Assessor-Recorder, this building was constructed in 1933. According to sales ledger research, the property was granted to Mary L. Baumann from the estate of G. E. Baumann in October 1938. Mary Baumann, also from Switzerland, is listed in the 1930 Census as resident and owner at 200 Somerset Street, near Visitacion Valley. The 1950 Sanborn map shows the San Francisco branch public library occupying 37 Leland Avenue and 41 and 45 Leland as stores. A 1950 building permit application indicates that 45 Leland was, at that time, functioning as a grocery store and vegetable market, and was operated by George Edwards and Thomas F. White. The market was the Bayshore Grocery through the late 1950s, and 41 Leland was the Bayshore Meat Market in 1958.[66] By 1964, 45 Leland is marked as Public and 41 and 37 Leland are marked as commercial spaces. Today, the San Francisco branch library operates from 45 Leland Avenue and retail establishments occupy the remaining two spaces.

In Carey & Co.'s professional opinion, the building at 37-45 Leland Avenue is historically significant for its association with the commercial development of Leland Avenue and should be considered a historical resource for purposes of CEQA. A full discussion of the building's significance is included in Appendix C below.

58 Leland Avenue
The building at 58 Leland Avenue was given a summary ranking of 1 in the San Francisco Planning Department's 1976 Architectural Survey, indicating that the building was considered to have contextual importance.[67] Sales ledger research indicates that Thomas Clement sold Lot 15 on Block 6248 to Theodore A Pedersen in 1920. Pedersen owned the land for more than 15 years before selling it to Bernard and Charlotte Romer in 1941. Bernard Romer was employed as a pharmacist at a drug store according to U.S. Census records (1930). According to the building permit history for the property,

[66] St. James Presbyterian Church (Visitacion Valley), "Weekly Program: 50th Anniversary" (1958), 9.
[67] Between 1974 and 1976, the San Francisco Planning Department conducted a citywide inventory of architecturally significant buildings. An advisory review committee of architects and architectural historians assisted in the final determination of ratings for the 10,000 buildings, which became an unpublished 60-volume inventory. Both contemporary and older buildings were surveyed, but historical associations were not considered. Typically, each building was numerically rated from a low level of importance of "-2" to a high rating of "5." The inventory assessed architectural significance, which included design features, the urban design context, and overall environmental significance. When completed, the 1976 Architectural Survey was believed to represent the top 10 percent of the city's architecturally significant buildings. Buildings rated 3 or higher represent approximately the top 2 percent of all of San Francisco's buildings in terms of architectural importance. Summary ratings of 0 or 1 are generally interpreted to mean that the property has some contextual importance. As described below, inclusion of the building at 58 Leland Avenue in the 1976 Architectural Survey makes it a "Category B" resource, which is to say a property requiring further consultation and review to establish its possible status as an historical resource for purposes of CEQA.

Bernard Romer applied to build a one-story frame building at this address in December 1941, for use as a store. A double-faced, horizontal neon sign was attached to the center of the building over the marquee in 1942. Bernard and Charlotte Romer owned the property until 1970, when the ownership was granted to John P. and Yvonne Creighton as part of the Romer's estate. The property is currently owned by Trinidad Lopez, who completed a full interior remodel in 2004.

In Carey & Co.'s professional opinion, the building at 58 Leland Avenue is historically significant for its association with the commercial development of Leland Avenue and should be considered a historical resource for purposes of CEQA. A full discussion of the building's significance is included in Appendix C below.

65 Leland Avenue
Built in 1950, this building was constructed as a grocery store and retains this use today. The store was known as Brownie's Super Market in 1958[68] and today is La Loma Produce # 2. Like many properties along this street, the building is owned by Vincent and Della Leonetti.

66-68 Leland Avenue
This U.S. Post Office building was constructed in 1950, with a reinforced concrete frame, curtain wall construction, a wood truss roof, wire glass skylights and a concrete floor. Two window openings with wired glass are located on the rear (north) elevation. The building continues to retain its original use as a post office.

76-78 Leland Avenue
Built in 1936, according to the Office of the Assessor-Recorder, this mixed-use building contains a retail establishment on the ground level and a residential unit upstairs. The building is currently owned by Lan Foon Mok and the business D & A Wireless operates from the retail space.

83 Leland Avenue
Lot 29 of Block 6250 was sold by Annie E. Donovan to Vincent J. Leonetti in November 1943, after she had owned the property since 1920. The one-story commercial property at 83 Leland Avenue was constructed in October 1946 by owner and contractor Vincent Leonetti for $4,000.[69] The building housed a furniture store in the 1950s; the faded lettering that remains on the front façade indicates the store once offered "Furniture Varieties." The commercial use of the building has continued over the years: it housed a record shop in the late 1980s and was converted to a coin-operated laundry in 1990. Today, the building is owned by Tim Mar, who purchased it in 1978, and continues to be used as a commercial laundry.

96-98 Leland Avenue
This large, rectangular frame building was constructed at the northeast corner of Leland Avenue and Alpha Street in 1940. The 1950 Sanborn map indicates that the building was constructed as a bakery and contained a steel oven as well as a corner retail space. A two-story partition is shown attached to the

[68] St. James Presbyterian Church, 10.
[69] A permit application dated February 12, 1908 to build a frame building at 83 Leland Avenue is on file with the San Francisco Department of Building Inspection. It appears, however, that this building was never constructed, as the building does not appear on the 1913-1915 Sanborn map.

north elevation. The 1964 Sanborn map shows the building with two adjoining retail units along Leland Avenue (96 and 98 Leland Avenue). Today the building houses the Hernandez Taqueria and Bakery and the two retail spaces along Leland Avenue now contain a service counter and adjoining restaurant area.

106-108 Leland Avenue
106 Leland Avenue appears on the 1913-1915 Sanborn map as a French laundry. However, the Office of the Assessor-Recorder lists this property with a construction date of 1931. It is likely that the building was constructed sometime around 1910 and later remodeled in 1931, when it received a Spanish Colonial-style treatment. The 1950 Sanborn map indicates that the building retained its use as a French laundry, and by 1964 it is labeled simply as "Laundry." Today, the building, owned by Carol Lee-Tung, appears to have a retail/commercial unit on the ground level and a residential unit on the second level.

121-125 Leland Avenue
This three-story with basement residential building was constructed in 1933, according to the Office of the Assessor-Recorder. The building is of wood-frame construction and remains a residential building today. The building is currently owned by Thanh Phu Truong.

144 Leland Avenue
According to the Office of the Assessor-Recorder, this two-story, mixed-use building was constructed in 1950. The property appears on the 1950 Sanborn map as a store. The original building permit for the property was not on file at the San Francisco Department of Building Inspection and the earliest permit dates to 1959, when owner Albert De La Pena applied to install a plastic sign on the building. At this time, the building contained a television store on the ground level and a residential unit on the second floor. By 1972, the building housed a dress shop and two upstairs residential units. A 1976 permit indicated that the retail space had again changed function and was operating as Shelley's Ice Cream. Today, Dragon City Aquarium occupies the ground floor and the second story retains its residential use. The property is currently under the ownership of the Vincent and Della Leonetti Trust.

156-158 Leland Avenue
160-162 Leland Avenue
166-168 Leland Avenue
170-172 Leland Avenue
The four mixed-use buildings at 156-158, 160-162, 166-168, and 170-172 Leland Avenue were all constructed in 1945, according to the Office of the Assessor-Recorder. Each is three stories tall and similar in style, with retail units on the ground level and two stories of residential units on the upper levels. Two of the buildings (156-158 and 166-168) exhibit quoined corners and hipped pent roofs atop the projecting squared bay. The remaining buildings (160-162 and 170-172) have a front facing gable atop the projecting bay and exhibit similar details such as decorative trim and exterior cladding.

Today, the building at 156-158 Leland Avenue is owned by Joe Yip Lin and the ground-floor retail space appears vacant; the building at 160-162 Leland Avenue is owned by Guen Cheong Chu and a barber shop is located in the ground-floor retail space; the building at 166-168 Leland Avenue is owned by Jimmy and Lucia Hau and the ground-floor retail space appears vacant; and the building at 170-172 Leland Avenue is owned by Wai Chi Cheung and the ground-floor retail space appears vacant.

186 Leland Avenue
The building at 186 Leland Avenue is one of three structures on Block 6247, Lot 042. George Gibson applied to build a one-story frame building at this address in 1932 to be used as a store "situated on [the] north side of Leland Avenue, 32 ft. east of Rutland Avenue." The building has a concrete foundation and the roof was originally covered in tar and gravel. The 1950 Sanborn map shows the building as a one-story commercial building. Owner Helen Doherty, who is listed in the 1930 U.S. Census as a resident of 198 Leland Avenue, added a restroom to the building in 1954. Through the mid to late 1950s, this building housed Norma's Beauty Shop. The building was being used for retail purposes as of April 1997 when a new roof was added to the building. In July of that year, a restaurant operated at this location and a laundromat was added as an additional use. Today, the building houses the Coin Wash & Dry Laundry.

445-447 Visitacion Avenue
According to sales ledger research, Joseph and Alfrieda Rodiack bought the property in 1921 from John F. Eisele. The property was held by the Rodiack family for over 70 years, until it was sold to Patricia McKenzie in 1989. Joseph Rodiack emigrated from Austria in 1907 and by 1920 was living with his wife Alfreda and three sons at 7 Teddy Avenue in Visitacion Valley. Joseph was working as a painter for the steam railway. His sons, Joseph Jr., Charles, and Victor, were also working for the steam railway as a machinist, storekeeper, and messenger, respectively. According to U.S. Census records, Alfreda was a widow by 1930 and living at the same address with her son Victor who, at that time, was working with a bookkeeper as a clerk.

Mrs. A. Walsh applied to the City in March 1933 to erect a two-story frame building at the southeast corner of Bayshore Boulevard and Visitacion Avenue. The building permit indicates that the building was to contain two flats with three rooms each. At that time there were no other buildings on the lot. J.M Rodiack, the owner's son, prepared the plans and specifications and supervised the construction process between 1933 and 1935. On May 4, 1963, fire struck the building, causing the Rodiack family to make repairs and alterations to the now three-story property. Charred material was removed and sprinklers installed. Fire escapes were to be built and more means of egress were to be provided for each unit, according to the building permit for repairs and alterations. Also according to this permit, the building was being used as "apartments and grease rack," and Rodiack Electric and Construction Co. was the general contractor for the repair work. In 1964, storage space was added over the existing driveway for the three single-family apartments in the building. In 1974, the building still had three apartments as well as a commercial lube area. Other alterations over the recent years include a partial reroofing, in which some of the clay tile roofing was replaced with asphalt shingles, as well as infill of the gothic arched entryways on the east and north elevations. On the whole, however, this building retains a high degree of integrity. The property is currently owned by Vincent Leonetti, according to records from the Office of the Assessor-Recorder.

In Carey & Co.'s professional opinion, the building at 445-447 Visitacion Avenue is historically significant for its association with the development of commercial (specifically traveler- and automobile-related) uses along Bayshore Boulevard and should be considered a historical resource for purposes of CEQA. A full discussion of the building's significance is included in Appendix C below.

Property Descriptions – Structures Built 1951-1967
These properties were built after the end of World War II through the end of the historic period.

2260 Bayshore Boulevard
This commercial building was constructed in 1960, according to the Office of the Assessor-Recorder. According to the 1964 Sanborn map, the building is of reinforced concrete construction and had a square, one-story iron structure with wood roof on the lot, southeast of the main building. The map indicates that the property was a gas and oil station. Today, the square structure has been removed and the main building is Bayshore Auto, a used car business.

2550 Bayshore Boulevard
According to the Office of the Assessor-Recorder, this commercial building was constructed in 1955. The 1964 Sanborn map shows a gas and oil station at this address, although the configuration of buildings and plan types appear to have changed somewhat since that date. Today the building houses Visitacion Auto Repair and is owned by Georgette Re and Chafic Sayegh.

2605 Bayshore Boulevard
This architecturally indistinct structure was built in 1967, according to the Office of the Assessor-Recorder. The building was constructed as a self-serve car wash establishment and continues the use to this day.

2630 Bayshore Boulevard
This large concrete building was constructed in 1960, replacing a collection of wood-frame buildings, some of which had been standing on this site since 1915. The building sits back from the street on a large paved lot and is the sister location to the Silvestri garden ornament store at 2635 Bayshore Boulevard.

38 Leland Avenue
This long, rectangular building was built in 1957 and is of frame construction. The 1964 Sanborn map denotes the building as a store. Today it houses a church, the Iglesia El Espiritu Santo.

82 Leland Avenue
Constructed in 1955, this one-story commercial building is of reinforced concrete construction and has three wire glass skylights. The 1964 Sanborn map also shows two, small two-story additions at the rear (north) end of the building. This building was occupied by Leland Variety Store in the late 1950s and today houses North East Medical Services.

88-90 Leland Avenue
Though the Office of the Assessor-Recorder indicates that this property was constructed in 1924, it does not appear on Sanborn maps until 1964. It is shown as a two-story building that contained a store and a one-story dwelling unit. Today the building is owned by Jack and Lisa Lam and remains a mixed-use property.

182-184 Leland Avenue
This two-story residential building was constructed in 1951, according to the Office of the Assessor-Recorder. The 1964 Sanborn map indicates that this frame building contained a doctor's office in the

basement (ground level), although the building is otherwise labeled as residential. A square storage building is located at the rear of the lot. The building is currently owned by Thomas Lippman and is currently vacant.

201 Leland Avenue
This large, rectangular building was constructed in 1955, according to the Office of the Assessor-Recorder. It was constructed as a grocery store and continues this use today. Some alterations have been made to the building, including a rectangular addition to the rear (south) elevation, likely for refrigerated storage facilities, and minor window alterations for security purposes.

Property Descriptions – Structures Built Post-1967
The following properties are less than 40 years old:

- 2566 Bayshore Boulevard
- 2428-2430 Bayshore Boulevard
- 2200 Bayshore Boulevard
- 60-62 Leland Avenue
- 120 Leland Avenue
- 129-135 Leland Avenue
- 134 Leland Avenue
- 136 Leland Avenue
- 141 Leland Avenue
- 151-153 Leland Avenue
- 167-169 Leland Avenue
- 175-177 Leland Avenue
- 199v Leland Avenue

Historic Resources Evaluation
This subsection summarizes the historic significance evaluations of the Bayshore Boulevard and Leland Avenue properties discussed in the preceding subsections.

Structures built before 1914:
Apart from the four properties built during this period found to be historic resources (2400-2420 Bayshore Boulevard, 191 Leland Avenue, 196 Leland Avenue and 198 Leland Avenue), the buildings constructed during this phase of development do not, in Carey & Co.'s professional opinion, qualify for listing as historic resources. These 17 properties, built between c.1900 and 1913, consist primarily of two-story, mixed use properties and include a grocery store and the Visitacion Valley Pharmacy. While these buildings meet the age requirement for listing on the California Register of Historical Resources (CRHR), none of these properties was found to be significant for their associations with events or persons significant important to local or regional history, or to the cultural heritage of California or the United States. The architectural features of the buildings may not be considered so unique as to warrant individual listing on the CRHR, and furthermore, many have had extensive alterations resulting in diminished integrity. Though some of these buildings were constructed early in the development of the valley's commercial core, many have been significantly altered – a result of years of changes in ownership and use. None of the buildings in this group was found to embody distinctive characteristics of a type,

period, or method of construction, and do not represent the work of a master or possesses high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation and therefore cannot be considered historic resources for CEQA purposes.

Structures built between 1914 and 1930:
These 19 properties, built between 1914 and 1930 consist primarily of two-story, mixed retail and residential properties and include properties along Bayshore Boulevard related to the rise of the automobile in the 1920s. Though they meet the age requirement for listing on the California Register of Historical Resources (CRHR), none of these properties was found to be significant for their associations with events or persons significant important to local or regional history, or to the cultural heritage of California or the United States. The architectural features of the buildings may not be considered so unique as to warrant individual listing on the CRHR, and furthermore, many have had extensive alterations resulting in diminished integrity. None of the buildings in this group was found to embody distinctive characteristics of a type, period, or method of construction, and do not represent the work of a master or possesses high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation and therefore cannot be considered historic resources for CEQA purposes.

Structures built between 1931 and 1950:
Apart from the three properties built during this period found to be historic resources (445-447 Visitacion Avenue, 37-45 Leland Avenue, and 58 Leland Avenue), the buildings constructed during this phase of development do not, in Carey & Co.'s professional opinion, qualify for listing as historic resources. These 20 properties, built between 1931 and 1950, consist primarily of one-story, retail and service-oriented buildings including a grocery store, post office, and bank. While these buildings meet the age requirement for listing on the California Register of Historical Resources (CRHR), none of these properties was found to be significant for their associations with events or persons significant important to local or regional history, or to the cultural heritage of California or the United States. The architectural features of the buildings may not be considered so unique as to warrant individual listing on the CRHR, and furthermore, many have had extensive alterations resulting in diminished integrity. Though these buildings were constructed during a peak of commercial development along Leland Avenue and Bayshore Boulevard, the buildings were constructed in a range of architectural styles and many have been significantly altered – a result of years of changes in ownership and use. None of the buildings in this group was found to embody distinctive characteristics of a type, period, or method of construction, and do not represent the work of a master or possesses high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation and therefore cannot be considered historic resources for CEQA purposes.

Structures built between 1951 and 1967:
These nine properties, built between 1951 and 1967, consist primarily of one-story commercial properties. Though they meet the age requirement for listing on the California Register of Historical Resources, none of these properties was found to be significant for their associations with events or persons significant important to local or regional history, or to the cultural heritage of California or the United States. These buildings are architecturally unremarkable; none of the buildings in this group was

found to embody distinctive characteristics of a type, period, or method of construction, and certainly do not represent the work of a master or possesses high artistic values. Further, these resources do not appear to have the potential to yield information important to the prehistory or history of the local area, California, or the nation and therefore cannot be considered historic resources for CEQA purposes.

Structures built after 1967:
In general, buildings less than 40 years old can be considered historic resources only if they constitute an exceptional achievement in architecture or engineering, or are of otherwise exceptional importance. In Carey & Co.'s professional opinion, none of the buildings in the project area built since 1967 could be considered architecturally exceptional, and thus none can yet be considered historic resources.

III. Property Descriptions and Historic Resource Evaluations – Schlage Lock Site

Construction History – Schlage Lock Factory
The former Schlage Lock Factory is located in the Visitacion Valley neighborhood on a site bounded by Arleta Avenue to the north, Tunnel Avenue to the east, the county line to the south, and Bayshore Boulevard to the west. The collection of industrial and administrative buildings, while still extant, has not functioned as a lock factory since the plant was vacated in 1999. Prior to the Schlage Lock Company's establishing its Visitacion Valley headquarters, a portion of the site, mainly an area at the site's eastern edge, was used by the Southern Pacific Company.

Although the earliest documentation of the Schlage Lock Factory on Sanborn maps and City of San Francisco building permits dates to the 1940s, historic photos indicate that the original office and administration building at 2201 Bayshore Boulevard (Old Office Building), as well as the main production plant (Plant 1) with the sawtooth roof, were constructed in the 1920s. Architect and engineer William P. Day and associate architect H. M. Michelsen designed these two buildings. Historic photos of the dedication and flag-raising ceremony at the opening of the Schlage Lock Company show the Old Office Building and the main production plant in 1926 on Bayshore Boulevard between Blanken and Raymond Avenues. The production plant was built in 1925, prior to the construction of the office building in 1926.[70] The location chosen was strategic for several reasons. Land was readily available in what was still largely a pastoral setting, while several burgeoning industrial areas – including Potrero Point and the central waterfront to the north and Hunter's Point to the south – were close by. Most important, the newly laid Bayshore Cutoff commuter line connecting the valley to downtown San Francisco linked the area to the city core, and the Schlage factory and offices faced what was anticipated to become a major automobile highway within the next few years.[71]

The Old Office Building and the main production plant (Plant 1) were constructed on the initial piece of land bought by the Schlage Company and are indicated on Sanborn maps dating to 1950. This 2.5-acre piece of land (roughly city lot numbers 5087-003), acquired from Bodinson Manufacturing by 1925, was bounded by Bayshore Boulevard to the west, Southern Pacific Railroad to the east, Blanken Avenue

[70] Danforth, 11.
[71] Danforth, 11. This most likely refers to U.S. Highway 101 along Bayshore Boulevard.

to the north, and Leland Avenue to the south. Also according to these Sanborn maps, Bodinson still occupied property along Bayshore Boulevard between Leland and Visitacion Avenues.

Schlage had expanded its facilities by the early 1940s, with the addition of a varnishing and lacquering factory building located on Bayshore Boulevard at the intersection of Visitacion Avenue. Designed by architect Alfred F. Rollet, this reinforced concrete structure was constructed in a similar fashion as the first warehouse designed by Day & Michelsen with a redwood ceiling and skylights. Warehouse additions (Plant 1X, Plant 2) continued south along Bayshore Boulevard, and by 1950 the entire block of Bayshore Boulevard between Visitacion and Sunnydale Avenues had been acquired and developed by the Schlage Lock Company.

Schlage Lock expanded its reputation in the 1960s as the sole lock provider for some of the most high-profile buildings in the United States, including the Pan American Building in New York City and the Bank of America world headquarters in San Francisco. To accommodate a growing business, the company built its new office building on Bayshore Boulevard at the intersection of Leland Avenue in 1974. At this time, the Old Office Building at Blanken Avenue assumed mainly payroll functions and company-wide administration functions were transferred to a new three-story office building (New Office Building). Throughout the 1960s and 1970s, the buildings on the Schlage Lock Factory site underwent various interior alterations to accommodate the needs of the facility and its employees. Alterations included office partition removal, relocation and installation, existing wall modifications; seismic retrofit; and demolition of warehouse space for new office construction.

The only documented instance of demolition on the Schlage Lock Factory site was the removal of a 6,000-square-foot rectangular warehouse addition to Plant 1 in September 1974 when the lot was taken over by the railroad.[72]

Construction History – Southern Pacific Railroad Buildings
Southern Pacific constructed a train tunnel in 1904[73] and various buildings to the east of what would become Schlage's complex. The Bodinson Manufacturing Company, a steel manufacturing factory for custom mining machinery, entered the area in 1924 after purchasing the land from the Crocker Estate Co. Bodinson Manufacturing acquired most of the land west of the Southern Pacific Railroad that would later be purchased by the Schlage Lock Company.[74] The land is now owned by Sunquest/Universal Paragon.

A few Southern Pacific Railroad Company structures remain along the eastern boundary of the Schlage Lock site (Buildings J, K, L, M, and N). As the oldest buildings on the Schlage Lock site, these simple wood structures functioned as railroad worker accommodations and pump car storage. These retain a high degree of integrity with original wood siding, doors, and windows. According to Sanborn maps, Buildings K and L were iron-clad, wood-framed shed storage buildings for pump cars. Building J is also a wood-framed building, and served the Southern Pacific Railroad (SPRR) as an office building. Farther south of these buildings was Building M, a corrugated iron structure noted on Sanborn maps as a one-

[72] San Francisco Building Permit #439635.
[73] Signor.
[74] Danforth, 11.

story structure belonging to the SPRR. Building N, also known as 200 Sunnydale Avenue, lies at the southernmost edge of the Schlage Lock site and is noted on Sanborn maps as a one-story iron-clad office structure serving the SPRR. Today, all of these structures are owned by Sunquest/Universal Paragon.

Historic Resources Evaluation – Schlage Lock Site
The Schlage Lock site is located east of the Leland Avenue/Bayshore Boulevard survey area. The site is actually composed of two adjacent subareas, the Schlage Lock Factory Historic Site and the Southern Pacific Railroad Historic Site. As described below, Carey & Co. believes that both sites are eligible for listing in the National Register of Historic Places. Given their spatial continuity and common industrial history, Carey & Co. recommends that the two historic sites be treated as a single Schlage Lock Historic Site.

The buildings on the proposed Schlage Lock Historic Site have not been surveyed previously, except for the Old Office Building (Building A) which was recognized in the 1976 Architectural Quality Survey with a summary rating of 3.[75] The following Historic Resource Evaluation of the Schlage Lock site includes separate analyses for the proposed Schlage Lock Factory Historic Site and the proposed Southern Pacific Railroad Historic Site.[76]

Statement of Significance for Schlage Lock Factory Historic Site
The proposed Schlage Lock Factory Historic Site derives its overall significance as the historic headquarters of the Schlage Lock Factory, nationally renowned for its revolutionary breakthroughs in lock-making. As such, it appears to be eligible as a historic site at the local and national levels according to the criteria listed by the California Register of Historical Resources and the National Register of Historic Places. These define a historic site as "the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure." The proposed Schlage Lock Factory Historic Site qualifies as a historic site because it fulfills Criterion A of the National Register of Historic Resources as having made significant contributions to the broad patterns of our history.

The proposed Schlage Lock Factory Historic Site also qualifies under Criterion B of the National Register of Historic Places because of its association with inventor Walter Schlage (1882-1946). The first buildings, Building A and B, were commissioned by Schlage, after whom the Schlage Lock Company was named. Trained in mechanics and engineering, Schlage had begun experimenting with lock devices and created his first patent for a door lock in 1909. When he formed a partnership with Charles Kendrick in 1926, Schlage had allied himself with one of San Francisco's most prominent businessmen and manufacturers. In 1940, Schlage was honored with the Modern Pioneer Award which recognized outstanding American inventors.[77] After Schlage's death in 1946, Kendrick continued to play an integral part in directing management of the company.

[75] See footnote 67 above, regarding the San Francisco Planning Department inventory. Summary ratings of 3 or higher represent approximately the top 2 percent of all of San Francisco's buildings in terms of architectural importance.
[76] *San Francisco Preservation Bulletin No. 16: CEQA Review Procedures for Historic Resources.*
[77] See company website, http://www.schlage.com.

In addition to being the location of the historic Schlage Lock Factory, the individual buildings on the site are also significant for their associations with some of San Francisco's most prominent twentieth-century architects, fulfilling Criterion C of the National Register of Historic Places. These architects include William P. Day and Alfred F. Roller. Analysis of the company's history and the development of the site have established the Period of Significance for the site as beginning in 1926, when its first buildings were constructed, and continuing until 1950, when construction of factory facilities was considered "complete" under the Schlage Lock Company's ownership. During its operation, the company provided locks to buildings throughout the nation. Some of its most important commissions included the Bank of America Headquarters Building in downtown San Francisco and the Pan American Building in New York City. In 1974, the Schlage Lock Company was bought by Ingersoll-Rand as a subsidiary of their Door Hardware Group. Under this new ownership, the collection of industrial and administrative buildings on the former Schlage site continued operation until 1999.

Schlage Lock Factory machinery remnants are located in Plant 1 and Plant 2. These rare pieces of industrial equipment qualify the site under Criterion D of the National Register of Historic Places, because of their ability to yield information important to industrial history.

There are a total of eight buildings on the proposed Schlage Lock Factory Historic Site. Of the eight buildings, seven of them have construction dates within the Period of Significance and thus appear eligible as contributory resources to the site. The New Office Building is the only non-contributory resource to the site.

Building A – Old Office Building
This one-story building is rectangular in plan and sits over a daylight basement. The Spanish Colonial-style building is clad in stucco and has a clay-tile side-gable roof. The primary façade, facing the intersection of Bayshore Boulevard and Blanken Avenue, is symmetrically composed with a central projecting gabled entry vestibule. Round arched multi-pane steel sash awning windows are located at the first-story level. The basement level exhibits fixed, multi-pane, steel sash windows. The main entrance is has access via a flight of brick stairs under a round arched opening that is surrounded by decorative voussoirs in the form of a lancet arch. The interior of the building retains original security vaults and wood details including flooring, wall paneling, and post-to-post stair balustrades.

Building A, constructed in 1926, is a contributing resource to the proposed Schlage Lock Factory Historic Site. As one of the first buildings to be constructed on the site commissioned by Walter Schlage, it housed the main administrative and executive functions of the business from 1926 to 1974. The Spanish Colonial Revival architectural styling was designed by prominent San Francisco architect and engineer, William P. Day, and represents an important shift in Day's career from the ornate and eclectic designs of his earlier commercial and institutional buildings to a modernized and more simplistic design aesthetic intended for industrial functions. The building retains a high level of integrity with no significant alterations. The original clay tile roofing is one of the most notable features of the building. Other character-defining features on the interior include original wooden stair balustrades, wood flooring, and metal vaults.

Building B – Plant 1
This two-story concrete building, complex in plan, is located south of the Old Office Building. Its roof exhibits a sawtooth design and is constructed of a redwood ceiling supported by metal girders. Steel sash, multi-pane, awning windows are located throughout the building. The upper portion of the west elevation exhibits steel sash, multi-pane hopper windows. The interior of the building still retains original machinery, including a boiler that is encased in a brick and metal structure at the east elevation with access via a large rolling metal door. The east elevation has brick walls and stucco sawtooth roof parapets.

Plant 1, constructed in 1926, is a contributing resource to the proposed Schlage Lock Factory Historic Site. Plant 1 was the first warehouse building to be built for the Schlage Lock Factory. According to Sanborn maps, the building is noted as a one-story, large warehouse with a series of rooms that included the shipping department, assembling department, machinery shop, finished products warehouse, and a die and tool division. This building was also designed by William P. Day. Like Building A, Plant 1 represents a shift in Day's style from the eclectic to the modern. One of the most distinctive characteristics of the building is its sawtooth roof. Though the interior is in poor condition, it retains its original redwood ceiling, skylights, and steel trusswork. A large boiler, housed in a wood-framed cage with rolling wooden doors, is located at the building's east elevation and was known to have been serviced only by in-house Schlage mechanics. The building retains a high level of integrity because of minimal alterations or additions.

Building C – Plant 1, Ancillary Building
This one-story structure, rectangular in plan, is located on the east side of Bayshore Boulevard between Arleta and Raymond avenues. There are two main entrances into the building located on the east and south elevations. The building has a flat roof and steel sash, multi-pane awning windows. An overhang wraps around the southeast corner of the building; on the east elevation, the overhang has a curved edge. A metal sliding window is located at the south elevation. The building sits on a platform that is supported by concrete and steel columns.

According to Sanborn maps, Plant 1's ancillary building was constructed as a one-story over basement, steel reinforced concrete office building with four door openings. The only major alteration to the building was made to the stairs. The original set of stairs leading up to the main entrance leading up from the west was replaced by a new set of stairs with metal railing leading up from the east. Otherwise, the building retains a good level of integrity.

Building D – Plant IX
This two-story concrete structure is located to the east of the main office building (New Office Building) and is connected at its north elevation to the main production warehouse (Plant 1), and at its west elevation to Plant 2. The interior has earthquake retrofit bracing. A concrete ramp is located in the interior of the building at the north end. Steel sash multi-pane awning windows are located at the upper portions of the east and west elevations. A metal railing lines the perimeter of the roof.

This industrial building is noted on Sanborn maps as a two-story, concrete building, with a tool and die shop on the first floor, offices at the second floor, and parking on the roof. The most notable feature of the interior is the concrete ramp used by forklifts at the northern end of the warehouse. The building

also has shuffleboard and volleyball courts, and a kitchen. The design of the warehouse most resembles the parts delivery warehouse (Plant 3X) with its concrete grid-patterned roof. The building has a number of interior additions, particularly office partitions installed in the 1960s, but its overall condition and integrity are good.

Building F – Plant 2
This one-story, steel reinforced, concrete structure is located at the northeast corner of the intersection at Bayshore Boulevard and Visitacion Avenue. It is connected to the warehouse complex at its eastern and southern elevations. It has steel sash, multi-pane, awning and fixed windows and a redwood ceiling with multiple skylights. The southwest corner of the building is curved. The roof is flat and clad with a gravel membrane.

This industrial building, constructed c. 1947, is a significant resource to the proposed Schlage Lock Factory Historic Site, as it historically functioned as the varnishing and lacquering warehouse and later the plating shop. This building was also designed by William P. Day and his associate H. M. Michelsen, the same architects who designed the main production plant (Plant 1). Its design is in keeping with the original warehouse space in Plant 1. Some slight differences from Plant 1 include the arrangement of the redwood beams in the ceiling, and the wooden instead of steel supporting columns. Noted on Sanborn maps to have historically served as the varnishing and lacquering warehouse, the building was also known as the department for manufacturing primus keys as well as housing the plant's air compressor, which was custom-made and assembled just for the Schlage factory. From the exterior, the warehouse is distinguished by its curved corner at the corner of Visitacion Avenue and Bayshore Boulevard. There is no evidence of major alterations or additions, and the building retains a high level of integrity.

Building G – Plant 3
This one-story concrete structure is located on the east side of Bayshore Boulevard between Visitacion and Sunnydale Avenues. The interior of the building exhibits a redwood ceiling supported by metal girders. The east and west façades have steel sash, multi-pane, awning windows. Offices are located on the interior of the building at the southeast wall.

This industrial building was constructed in 1950 and designed by successful San Francisco architect Alfred F. Roller, with engineer H. J. Brunnier. According to 1964 Sanborn maps, the building historically functioned as the shipping and assembly department and was originally connected at its south end to Building H through openings in the partition wall. A large ramp is currently located at the center of the south wall that leads into Plant 3X. Roller and Brunnier maintained a design approach similar to the previous warehouses designed by William P. Day and H. M. Michelsen, employing redwood beams and metal trusses in the ceiling and alternating between wood and steel supporting columns. The building is in fair condition but retains a high level of structural integrity.

Building H – Plant 3X
This two-story concrete structure, rectangular in plan, is located at the northeast corner of the intersection at Bayshore Boulevard and Sunnydale Avenue. It is connected to the rest of the complex at its north elevation. Metal awning windows are found at the south elevation. Metal roll-up doors are located at the south end of the east elevation. Although a distinct entity, it was constructed in conjunction with Plant 3 to the north.

This industrial building was constructed in 1950 and designed by successful San Francisco architect Alfred F. Roller, with engineer H. J. Brunnier. It is noted on Sanborn maps as a two-story concrete warehouse building with a projecting metal awning on its east elevation. It was originally connected to Plant 3 to the north via openings in the partition wall. Remnants of railroad tracks leading into the building are visible near the south wall of the interior, as this building functioned as the main delivery dock, receiving freight from railroad trains. It also functioned as the main point of entry and exit into the Schlage Lock Factory. This part of the warehouse is in good condition with no major alterations or additions.

Building I – Plant IX, Ancillary Building
This one-story freestanding structure is located east of the receiving and shipping plant (Plant 1X). It is constructed with a corrugated metal gable roof and corrugated metal siding. There are no eaves at the gabled ends. A round vent is located at the gable face on the south elevation. The building has access through a pair of corrugated metal doors at its north elevation.

This structure, most likely constructed around the same time as the erection of the shipping and receiving plant (Plant 1X) c. 1950, historically functioned as a carpenters' workshop for the factory. It is noted on Sanborn maps as a one-room metal clad warehouse structure and exhibits no alterations or additions. Although it served ancillary functions to Schlage's primary production and manufacturing activities, it nonetheless was important to the factory's ongoing operation.

Building E – New Office Building
This three-story office building, rectangular in plan, is located on the east side of Bayshore Boulevard at Leland Avenue. The main entrance for the Schlage complex and the building is aligned with Leland Avenue and has a large overhang. The ground floor held meeting conference rooms and the upper two stories held administrative offices. A courtyard is located at the east elevation. Employee parking is located on the roof, with access via a ramp at the northwest corner of the building. The main Bayshore façade is a concrete grid with brick veneer panels flanked by fixed, metal framed windows. It is connected to neighboring buildings via bridges located at the north and east elevations.

Constructed in 1974, this office building is the newest building on the site. The building retains its integrity with minor office partitions added to the interior. Although designed by prominent San Francisco architects Hertzka & Knowles, it does not fall within the Period of Significance (1926-1950) for the proposed Schlage Lock Factory Historic Site and does not meet any National Register criterion. Although main administrative functions were transferred here from the Old Office Building when Ingersoll Rand had bought the Schlage Lock Company in 1974, these operations were not under Schlage Lock Company's ownership. It has thus been determined that this office building is a non-contributing resource to the proposed Schlage Lock Factory Historic Site.

Statement of Significance for Southern Pacific Railroad Historic Site
The Southern Pacific Railroad Company was one of the most powerful and prominent of American railroad companies in the nineteenth and twentieth centuries. Founded in 1865 by Sacramento businessmen, with the aim to construct a line between San Francisco and San Diego, Southern Pacific merged with the Central Pacific Railroad Company in 1870, expanding the reach of the western portion of the Transcontinental Railroad. In 1881, the western portion of the Southern Pacific Railroad

Company merged with the Atchison Topeka and Santa Fe Railroad Company to become the second transcontinental railroad. In 1904, the Southern Pacific Railroad Company began filling in land along the bay and building a tunnel, still extant, at the corner of Blanken and Tunnel avenues. Southern Pacific provided commuter service to Visitacion Valley on the line called the "Bayshore Cutoff," which was known as the most important access route to the San Francisco Peninsula.[78]

The creation of the cutoff was the product of massive efforts to fill, level, and dig through the land in order to connect the burgeoning industrial factory district of the South Bay to the heart of the city and thereby spur development. In 1907, the cutoff was complete and gave Southern Pacific trains a quick and more direct route into San Francisco. Shop facilities for repairing cars and locomotives were constructed along the cutoff. A freight yard was established adjacent to the tracks and was noted as the major classification yard for the San Francisco terminal.

Freight traffic in the Bay Area experienced a gradual decline in the 1970s, and by 1979 the Bayshore freight yard began moving yard activity to South San Francisco. In 1996, Southern Pacific Railroad Company was bought out by Union Pacific Railroad. The former lots belonging to Southern Pacific are currently under the ownership of Universal Paragon, and the buildings are now occupied by various commercial organizations.

Adjacent to the Schlage Lock Factory Historic Site are five buildings, three of which served the Southern Pacific Railroad Company since approximately 1906. These structures derive their significance from being associated with the historic railroad company. As they all shared a similar function in serving the Bayshore Cutoff line, they appear to be eligible as a historic site at the local and national levels according to Criterion 1 of the California Register of Historic Resources and Criterion A of the National Register of Historic Places. These define a historic site as "the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure." The Period of Significance for the site extends from 1906, when the first tracks were laid in the area, to 1920, when the 17-stall Bayshore roundhouse and supporting car repair and locomotive shops were completed for the freight yard. As such, three of the five buildings are considered contributory resources to the proposed Southern Pacific Railroad Historic Site. The metal buildings (Building M and Building N) at the site's south end are considered non-contributory resources to the historic site.

Building J –Workers Dining Hall
This one-story structure, rectangular in plan, exhibits a gabled roof clad in asphalt shingles, wood horizontal shiplap siding, and two over two, wood double-hung windows with vertical muntins and lambs tongues. The interior retains its original redwood flooring. The building appears to be in overall good condition.

This wood-frame building is noted on Sanborn maps as an office building for the Southern Pacific Railroad Company. It is also known to have functioned historically as a dining hall for railroad workers.

[78] Steele, 264.

The building retains a high degree of integrity, with its original windows, siding, and interior redwood flooring.

Building K – Storage
This wood-frame structure, rectangular in plan, has a gable roof and wood, horizontal, shiplap siding. Two sets of wood double doors are constructed of vertical beams and cross-braced. The interior ceiling exhibits a wood truss system. The building appears to be in fair condition.

Noted on Sanborn maps as one of three wood-frame buildings in the area, the construction of this storage building suggests that it also dates to c. 1906 when Southern Pacific Railroad Company had begun laying tracks for the Bayshore Cutoff. Like the two smaller wood-frame buildings (Building L), Building K historically functioned as a storage building as well, serving the Southern Pacific Railroad's maintenance workers.

Building L – Sheds/Pump Car Storage
Two wood-frame buildings are partially encased at their west elevations within a single corrugated metal structure. The metal structure has a corrugated metal flat roof and sliding doors. Both buildings have corrugated metal clad gable roofs. One structure is clad with wood shiplap siding, the other is of vertical wood siding. One of the structures is missing its front door. The other retains its wood door.

These two small, wood-frame buildings were originally free-standing structures, noted on Sanborn maps as having been covered in metal cladding. This is not the same metal cladding as the current metal structure surrounding the buildings. Historically they functioned as storage spaces for the pump car vehicles that were used as transport in the maintenance of the railroad tracks. Because these structures are partly sheltered from the elements by metal siding, they retain a high level of integrity and are both in good condition.

Building M – Southern Pacific Railroad Building
This one-story rectangular building is located west of Tunnel Avenue and south of Visitacion Avenue next to the Schlage Lock Factory Historic Site. Clad with vertical sheets of metal, its roof is gabled with standing seam metal cladding and surrounded by wide fascia. Small metal fixed windows are located throughout the building under the eaves.

This metal clad building is first documented in 1964 Sanborn maps as belonging to the Southern Pacific Railroad Company. Although its historical function is unknown, it presumably served the same office/storage function as the other railroad buildings belonging to the Bayshore Cutoff freight yard. The building is in fair condition with broken and boarded windows, metal corrosion and graffiti throughout the exterior. There is no evidence of additions or alterations. The building is less than 50 years old and is not considered to be a contributory resource to the Southern Pacific Railroad Historic Site.

Building N – Southern Pacific Railroad Building
This one-story rectangular building exhibits a broad gabled roof and is clad in corrugated metal. The entrance is located on the north elevation and is covered by a projected overhang. A metal fixed storefront window assembly surrounds the metal-framed double-door entrance. Other metal windows on the north elevation are boarded up. At the south elevation, various windows and wooden doors have

metal screens. A number of wood post and metal shed roofed additions are found west of the doorways. The building appears to be in fair condition.

This large metal clad building is first documented in 1964 Sanborn maps as having belonged to the Southern Pacific Railroad Company. It served the railroad company as offices for the Bayshore freight yard. The shed additions made to the building have not made significant changes to the building's integrity. The building is less than 50 years old and is not considered to be a contributory resource to the Southern Pacific Railroad Historic Site.

IV. Impacts and Mitigations

This section evaluates potential impacts to historic resources that could occur as a result of the Redevelopment Plan and identifies appropriate programmatic mitigation measures.

California Environmental Quality Act
When a proposed project may adversely affect a historical resource, the California Environmental Quality Act (CEQA) requires a city or county to carefully consider the possible impacts before proceeding (Public Resources Code Sections 21084 and 21084.1). CEQA equates a substantial adverse change in the significance of a historical resource with a significant effect on the environment (Section 21084.1). The Act explicitly prohibits the use of a categorical exemption within the CEQA Guidelines for projects which may cause such a change (Section 21084).

A "substantial adverse change" is defined as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired." Further, that the "significance of an historic resource is materially impaired when a project "demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in the California Register of Historical Resources;" or "demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources..." or demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA."

CEQA effectively requires preparation of a mitigated Negative Declaration or an EIR whenever a project may adversely impact historic resources. Current CEQA law provides that an EIR must be prepared whenever it can be fairly argued, on the basis of substantial evidence in the administrative record, that a project may have a significant effect on a historical resource (Guidelines Section 15064). A mitigated Negative Declaration may be used where all potentially significant effects can be mitigated to a level of insignificance (Section 21080). For example, a mitigated Negative Declaration may be adopted for a project which meets the Secretary of Interior's Standards for Rehabilitation and local historic preservation regulations, and so will not adversely affect the resource.

For purposes of CEQA (Guidelines Section 15064.5), the term "historical resources" shall include:

1. A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in, the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4850 et.seq.).

2. A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.

3. Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, may be considered an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing in the CRHR (Public Resources Code Section 5024.1, Title 14 CCR, Section 4800.3) as follows:

   A. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;

   B. Is associated with the lives of persons important in our past;

   C. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or

   D. Has yielded, or may be likely to yield, information important in prehistory or history. (Guidelines for the California Environmental Quality Act)

City of San Francisco Definitions
San Francisco Preservation Bulletin 16, "CEQA Review Procedures for Historic Resources," divides recognized and potential historic resources into two general groups, "Category A" and "Category B." Category A resources are generally those listed on or formally determined eligible for the California Register, as well as those listed in formally adopted local surveys or registers. Category B resources are those that, based on their age or surveys not formally adopted by the San Francisco Planning Department or Board of Supervisors, appear to be of potential historic significance.

According to Preservation Bulletin 16, Category A resources are automatically treated as historic resources for purposes of CEQA. For resources listed on or formally eligible for the California Register of Historic Resources, "only the removal of the property's status as listed in or determined to be eligible for listing in the California Register of Historic Resources by the California Historic Resources Commission

will preclude evaluation of the property as an historical resource under CEQA."[79] For Category A buildings drawn from local registers and other historical resource surveys, "only a preponderance of the evidence demonstrating that the resource is not historically or culturally significant will preclude evaluation of the property as an historical resource."

There are no Category A resources within the Survey Area. No building within the Survey Area, and no district within or intersecting the survey area is currently listed on, nor has been formally determined eligible for listing on, the National Register of Historic Places or the California Register of Historical Resources.

Category B resources may, pending further research, be considered historic resources for purposes of CEQA. According to Preservation Bulletin 16, after further review, "those properties deemed significant pursuant to the criterion in Public Resources Code section 5024.1 will be evaluated as historic resources. MEA [the San Francisco Planning Department's Major Environmental Analysis section] will request that the Neighborhood Planning Team's Preservation Technical Specialists review each property in this category to determine if the property could be deemed significant pursuant to the criterion provided in Public Resources Code section 5024.1(c)."[80]

Among the buildings in the Project Area that, according to Preservation Bulletin 16, would fall into Category B, Carey & Co. has identified the following as potentially significant historical resources for purposes of CEQA:

Previously Identified Potential Historical Resources
- 58 Leland Avenue (1976 Citywide Survey)
- 2201 Bayshore Boulevard, Schlage Lock Factory Building A – Old Office Building (1976 Citywide Survey)

Potential Individually Significant Historical Resources
- 2400-2420 Bayshore Boulevard
- 445-447 Visitacion Avenue
- 37-45 Leland Avenue
- 58 Leland Avenue
- 191 Leland Avenue
- 196 Leland Avenue
- 198 Leland Avenue
- 2201 Bayshore Boulevard, Schlage Lock Factory Building A – Old Office Building

Potential Schlage Lock Historic Site Contributors
Associated with Schlage Lock Factory
- 2201 Bayshore Boulevard (Building A – Old Office Building)
- 2201 Bayshore Boulevard (Building B – Plant 1)
- 2201 Bayshore Boulevard (Building C – Plant 1, ancillary building)

[79] *San Francisco Preservation Bulletin No. 16: CEQA Review Procedures for Historic Resources*, 7.
[80] Ibid., 8.

- 2201 Bayshore Boulevard (Building D – Plant 1X)
- 2201 Bayshore Boulevard (Building F – Plant 2)
- 2201 Bayshore Boulevard (Building G – Plant 3)
- 2201 Bayshore Boulevard (Building H – Plant 3X)
- 2201 Bayshore Boulevard (Building I – Plant 1X, ancillary building)

Associated with Southern Pacific Railroad
- 2201 Bayshore Boulevard (Building J – Workers' Dining Hall)
- 2201 Bayshore Boulevard (Building K – Storage)
- 2201 Bayshore Boulevard (Building L – Sheds/Pump Car Storage)

It is reiterated in Preservation Bulletin 16 that "as a general rule, a significant impact is considered mitigated if the property follows the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*."[81] If all potential impacts on historic resources are so mitigated, the project will generally qualify for a Class 31 (CEQA Guidelines Section 15331) exemption, a negative declaration, or a mitigated negative declaration. An environmental impact report (EIR) will be prepared," however, "if it cannot be demonstrated with certainty that there will be no substantial adverse change to the historical resource."[82]

Impacts and Mitigations
For the portion of the Project Area along Leland Avenue and the west side of Bayshore Boulevard, the provisions of the Redevelopment Plan could foster (1) street improvements, (2) building rehabilitation, (3) infill development, and (4) replacement of dilapidated or underutilized uses with new development. For the portion of the Project Area associated with the Schlage Lock site (including the Southern Pacific Railroad buildings), the Plan includes provisions that would foster demolition of all existing buildings other than the Old Office Building.

Impact: Destruction or Degradation of Historic Resources. The Redevelopment Plan may cause substantial adverse changes in the significance of one or more identified historic resources. Substantial adverse changes that may occur include demolition, destruction, relocation or alteration of one or more resources, such that the resource is "materially impaired." The significance of a historic resource is considered to be "materially impaired" when a project demolishes or materially alters the physical characteristics that justify the determination of a historic resource's significance (CEQA Guidelines Section 15064.5[b]). Such an adverse change to a CEQA-defined historic resource would constitute a ***potentially significant impact***.

Conformance with Secretary of Interior's Standards. Generally, for any future discretionary action within the Redevelopment Plan area that the City determines through the CEQA-required Initial Study review process may cause a "substantial adverse change" to (a) one or more of the resources identified in this EIR or (b) one or more previously unidentified historic resources, the City and applicant shall incorporate measures that would seek to improve the affected historic resource in accordance with either of the following publications:

[81] Ibid., 10.
[82] Ibid.

- Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings*; or

- Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

Successful incorporation of these measures would reduce the impact to a ***less-than-significant level*** (in accordance with CEQA Guidelines Section 15126.4[b]). This mitigation shall be made enforceable by its incorporation into the proposed rezoning as a City-adopted policy and requirement to be implemented through subsequent permits, conditions, agreements, or any other measures, pursuant to CEQA Guidelines Section 15064.5(b)(3-5).

If these measures cannot be incorporated, other mitigation measures would need to be identified to reduce impacts on historic resources. The following six mitigation measures should be considered for any future discretionary action that would result in the demolition of an identified historic resource or would otherwise cause the significance of the resource to be "materially impaired," and for which the Secretary of the Interior's Standards cannot be incorporated: (a) documenting the affected resource, (b) conducting oral histories, (c) relocating the resource, (d) salvaging material from the resource, (e) commemorating the resource and/or (f) contributing to a historic preservation fund (see further description below). While implementation of these measures would reduce the impact on the historic resource, the impact would remain ***significant***. (Note: Relocation is a possible exception. If a historic resource were relocated to a site sufficiently in keeping with its original context, the impact on that resource may be deemed less than significant.)

Mitigation Measure: Documentation. In consultation with a Planning Department Preservation Technical Specialist, the project applicant shall have documentation of the affected historic resource and its setting prepared. Generally, this documentation shall be in accordance with one of three documentation levels associated with the Historic American Building Survey (HABS) or Historic American Engineering Record (HAER). The Specialist, possibly in consultation with the National Park Service Regional Office, can decide the most appropriate form of documentation, depending on the significance of the affected resource. The three documentation levels are:[83]

Documentation Level I
1. Drawings: a full set of measured drawings depicting existing or historic conditions.
2. Photographs: photographs with large-format negatives of exterior and interior views; photocopies with large format negatives of available existing drawings or historic views.
3. Written data: history and description in narrative or outline format.

Documentation Level II
1. Drawings: select existing drawings, where available, should be photographed with large-format negatives or photographically reproduced on Mylar.

[83] These are drawn from Burns, John A. (ed.), *Recording Historic Structures* (Secretary of the Interior, National Park Service, Washington, DC, 1989).

2. Photographs: photographs with large-format negatives of exterior and interior views, or historic views, where available.
3. Written data: history and description in narrative or outline format.

Documentation Level III
1. Drawings: sketch plan.
2. Photographs: photographs with large-format negatives of exterior and interior views. (If large-format photography is not possible, 35mm photography may be deemed acceptable, if the negatives are processed according to HABS standards.)
3. Written data: one-page summary.

For all levels of documentation, material standards regarding reproducibility, durability, and size shall be met. The HABS/HAER standards are:

Measured Drawings:
Readily Reproducible: Ink on translucent material
Durable: Ink on archivally stable materials
Standard Sizes: Two sizes: 19" x 24" or 24" x 36"

Large Format Photographs:
Readily Reproducible: Prints shall accompany all negatives
Durable: Photography must be archivally processed and stored. Negatives are required on safety film only. Resin-coated paper is not accepted. Color photography is not acceptable.
Standard Sizes: Three sizes: 4" x 5", 5" x 7", 8" x 10"

Written History and Description:
Readily Reproducible: Clean copy for Xeroxing.
Durable: Archival bond required.
Standard Sizes: 8 1/2" x 11"

Note: Photographic specifications tend to change with changing technologies. The HABS/HAER document "Photographic Specifications" provides useful guidelines for photographing historic buildings, including specifications regarding film and processing types.[84] The National Register of Historic Places recently began accepting digital photographs as official documentation, subject to its 75-year permanence standard.[85]

The agreed-upon documentation shall be filed with the San Francisco History Center at the Main Library, as well as with other local libraries and historical societies, as appropriate.

Mitigation Measure: Conducting oral history. The project applicant shall undertake an oral history project that includes interviews of several long-time residents of Visitacion Valley and former employees

[84] National Park Service, *Photographic Specifications, Historic American Buildings Survey, Historic American Engineering Record* (San Francisco, CA: National Park Service, 1989).
[85] National Register of Historic Places and National Historic Landmarks Survey, "Photo Policy Expansion, March 2005" (http://www.cr.nps.gov/nr/policyexpansion.htm).

of the Schlage Lock Factory. This program shall be conducted by a professional historian in conformance with the Oral History Association's *Principles and Standards* (http://alpha.dickinson.edu/oha/pub_eg.html). In addition to transcripts of the interviews, the oral history project shall include a narrative project summary report containing an introduction to the project, a methodology description, and brief summaries of each conducted interview. Copies of the completed oral history project shall be submitted to the San Francisco History Room of the Main Library.

Mitigation Measure: Relocation. If preservation of the affected historic resource at the current site is determined to be impossible, the building shall, if feasible, be stabilized and relocated to other nearby sites appropriate to their historic setting and general environment. A moved building or structure that is otherwise eligible may be listed in the California Register if it was moved to prevent its demolition at its former location and if the new location is compatible with the original character and use of the historical resource.[46] After relocation, the building's preservation, rehabilitation, and restoration, as appropriate, shall follow the Secretary of the Interior's Standards to ensure that the building retains its integrity and historical significance.

Mitigation Measure: Salvage. If the affected historic resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the project applicant shall consult with a Preservation Technical Specialist and other local historical societies regarding salvage of materials from the affected historic resource for public information or reuse in other locations. Demolition may proceed only after any significant historic features or materials have been identified and their removal completed.

Mitigation Measure: Commemoration. If the affected historic resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the project applicant shall, with the assistance of a Preservation Technical Specialist or other professionals experienced in creating historical exhibits, incorporate a display featuring historic photos of the affected resource and a description of its historical significance into the publicly accessible portion of any subsequent development on the site. In addition, the factory machinery in Schlage Plants 1 and 2 should be cleaned and moved to a public space (such as a park or plaza on-site) for public viewing.

Mitigation Measure: Contribution to a Historic Preservation Fund. If an affected historic resource can neither be preserved at its current site nor moved to an alternative site and is to be demolished, the project applicant may be eligible to mitigate project-related impacts by contributing funds to the City to be applied to future historic preservation activities, including survey work; research and evaluation; and rehabilitation of historic resources within Visitacion Valley in accordance with the Secretary's Standards. Contribution to the preservation fund would be made only after the documentation, oral history, salvage and commemoration mitigations specified above had been completed. The details of such an arrangement would be worked out on a case-by-case basis. As part of any such arrangement, the project applicant shall clearly demonstrate the economic infeasibility of other mitigation measures that would mitigate impacts to historic resources, including preservation, relocation, and project modification.

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[46] California Office of Historic Preservation, *California Register and National Register: A Comparison*, Technical Assistance Series 6, Sacramento, CA: California Department of Parks and Recreation, 2001.

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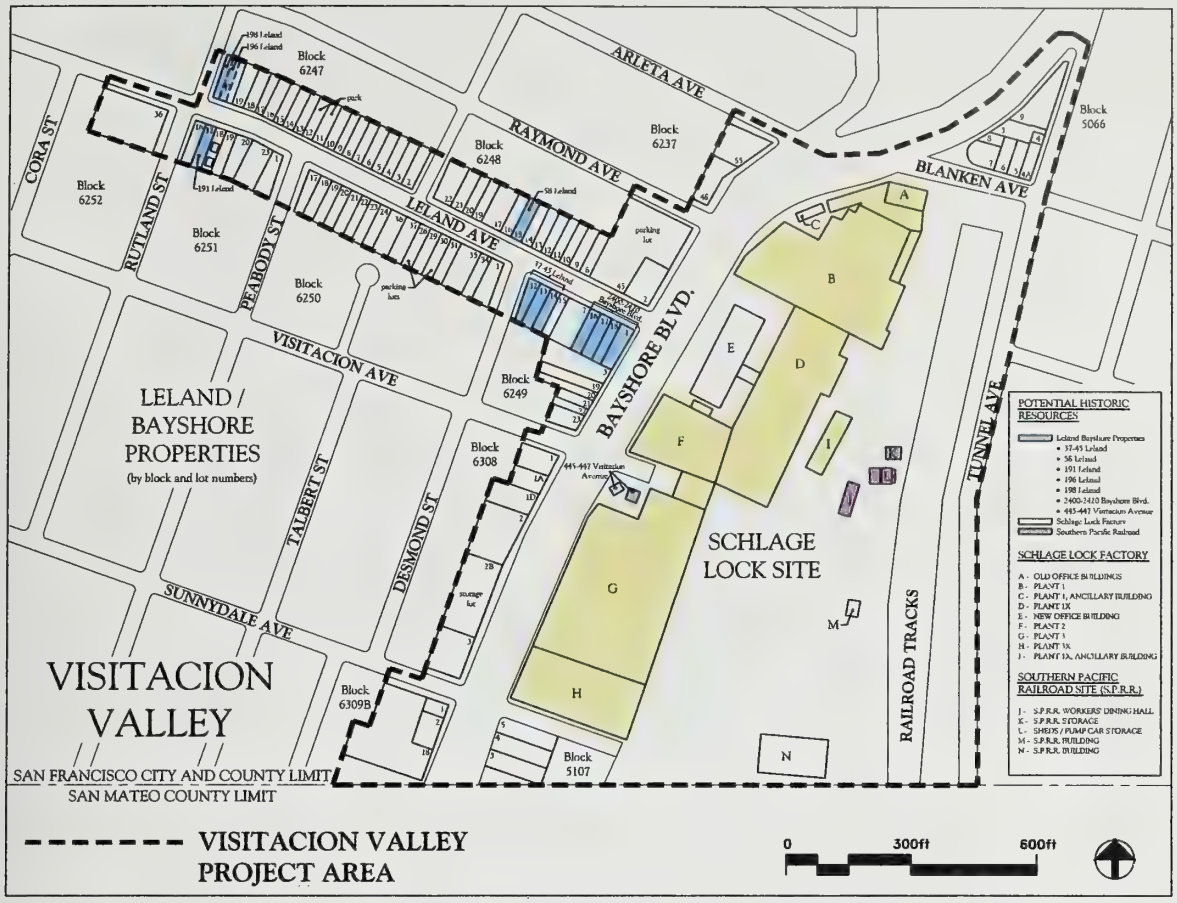
ARLETA AVE
RAYMOND AVE
LELAND AVE
VISITACION AVE
SUNNYDALE AVE
BLANKEN AVE
TUNNEL AVE
BAYSHORE BLVD.
CORA ST
RUTLAND ST
PEABODY ST
TALBERT ST
DESMOND ST
RAILROAD TRACKS
Block 6247
Block 6248
Block 6237
Block 5066
Block 6252
Block 6251
Block 6250
Block 6249
Block 6308
Block 6309B
Block 5107
LELAND / BAYSHORE PROPERTIES
(by block and lot numbers)
SCHLAGE LOCK SITE
VISITACION VALLEY
SAN FRANCISCO CITY AND COUNTY LIMIT
SAN MATEO COUNTY LIMIT
VISITACION VALLEY PROJECT AREA
0
300ft
600ft
POTENTIAL HISTORIC RESOURCES
Leland Bayshore Properties
• 37-45 Leland
• 58 Leland
• 191 Leland
• 196 Leland
• 198 Leland
• 2400-2420 Bayshore Blvd.
• 445-447 Visitacion Avenue
Schlage Lock Factory
Southern Pacific Railroad
SCHLAGE LOCK FACTORY
A - OLD OFFICE BUILDINGS
B - PLANT I
C - PLANT I, ANCILLARY BUILDING
D - PLANT IX
E - NEW OFFICE BUILDING
F - PLANT 2
G - PLANT 1
H - PLANT 1X
J - PLANT IX, ANCILLARY BUILDING
SOUTHERN PACIFIC RAILROAD SITE (S.P.R.R.)
J - S.P.R.R. WORKERS' DINING HALL
K - S.P.R.R. STORAGE
L - SHEDS / PUMP CAR STORAGE
M - S.P.R.R. BUILDING
N - S.P.R.R. BUILDING

Appendix B: Survey Matrix of Evaluated Properties

APN	Number	Street	Name	Property Type	Year Built	Construction Type	Carey & Co. Rating	DPR Form?
5066B-009	2155	Bayshore Blvd	Piccolo Pete International Delicatessen/Red Carpet Liquors/Candlestick Coffee & Espresso	Commercial	1953	Wood frame	Not historic	Yes
5066B-009	2157-2159	Bayshore Blvd	n/a	Commercial	1953	Wood frame	Not historic	Yes
5066B-003	2175-2177	Bayshore Blvd	Cliff's BBQ and Seafood	Commercial	1932	Wood frame	Not historic	Yes
6237-055	2200	Bayshore Blvd	7-11 Convenient Mart	Commercial	1980	Masonry/Concrete	Not historic	No
5087-003	2201	Bayshore Blvd	Schlage Lock Factory-Building A	Industrial	1926	Masonry/Concrete	Part of Historic site & historic-individual*	Yes
5087-003	2201	Bayshore Blvd	Schlage Lock Factory-Building B	Industrial	1926	Masonry/Concrete	Part of Historic site	Yes
5087-003	2201	Bayshore Blvd	Schlage Lock Factory-Building C	Industrial	c. 1947	Masonry/Concrete	Part of Historic site	Yes
5087-003/5099-014	2201	Bayshore Blvd	Schlage Lock Factory-Building D	Industrial	c. 1950	Masonry/Concrete	Part of Historic-site	Yes
5087-003A	2201	Bayshore Blvd	Schlage Lock Factory-Building E	Industrial	1974	Masonry/Concrete	Not historic	Yes
5099-014	2201	Bayshore Blvd	Schlage Lock Factory-Building F	Industrial	c. 1947	Masonry/Concrete	Part of Historic site	Yes
5100-002/010	2201	Bayshore Blvd	Schlage Lock Factory-Building G	Industrial	1950	Masonry/Concrete	Part of Historic site	Yes
5100-003	2201	Bayshore Blvd	Schlage Lock Factory-Building H	Industrial	1950	Masonry/Concrete	Part of Historic site	Yes
5087-003A	2201	Bayshore Blvd	Schlage Lock Factory-Building I	Industrial	c. 1950	Masonry/Concrete	Part of Historic site	Yes
5087-004	2201	Bayshore Blvd	Southern Pacific Railroad-Building J	Industrial	c. 1906	Wood frame	Part of Historic site	Yes
5087-004	2201	Bayshore Blvd	Southern Pacific Railroad-Building K	Industrial	c. 1906	Wood frame	Part of Historic site	Yes
5087-004	2201	Bayshore Blvd	Southern Pacific Railroad-Building L	Industrial	c. 1906	Wood frame	Part of Historic site	Yes
6237-048	2260	Bayshore Blvd	Bayshore Auto	Commercial	1960	Wood frame	Not historic	No
6249-001/016/017/018	2400-2420	Bayshore Blvd	Historic name: The Bayshore Hotel	Commercial/Residential	c. 1905	Wood frame	Historic-individual	Yes
6249-003	2428-2430	Bayshore Blvd	n/a	Residential	c. 2005	Wood frame	Not historic	No
6249-019	2434-2436	Bayshore Blvd	n/a	Commercial/Residential	1925	Wood frame	Not historic	No
6249-020	2440-2442	Bayshore Blvd	n/a	Commercial/Residential	1926	Wood frame	Not historic	No
6249-023	2446-2458	Bayshore Blvd	n/a	Commercial	1930	Wood frame	Not historic	No
6308-001	2500	Bayshore Blvd	T.W. Automotive	Commercial	1929	Masonry/Concrete	Not historic	Yes
6308-001A	2510	Bayshore Blvd	n/a	Commercial	1948	Masonry/Concrete	Not historic	Yes
6308-001D	2520	Bayshore Blvd	n/a	Commercial	1929	Masonry/Concrete	Not historic	Yes
6308-002	2550	Bayshore Blvd	n/a	Commercial	1955	Masonry/Concrete	Not historic	Yes
6308-002B	2566	Bayshore Blvd	Storage lot	Commercial			Not historic	No
6308-003	2598	Bayshore Blvd	n/a	Commercial	1930	Masonry/Concrete	Not historic	Yes
6309B-001	2600	Bayshore Blvd	Happy Donut	Commercial	1906	Wood frame	Not historic	Yes
5107-005	2605	Bayshore Blvd	n/a	Commercial	1967	Wood frame	Not historic	Yes
6309B-002	2610	Bayshore Blvd	Smitty's Market	Commercial	1910	Wood frame	Not historic	Yes
6309B-018	2630	Bayshore Blvd	A. Silvestri Co.	Commercial	1950	Masonry/Concrete	Not historic	Yes
5107-003	2635	Bayshore Blvd	A. Silvestri Co.	Commercial	c. 1930	Wood frame	Not historic	Yes
5066B-006	15-19	Blanken Ave	n/a	Commercial/Residential	1932	Wood frame	Not historic	Yes
5066B-005	25-27	Blanken Ave	n/a	Commercial/Residential	1932	Wood frame	Not historic	Yes
5066B-004	29	Blanken Ave	180 Tunnel Avenue	Unknown	1934	Wood frame	Not historic	Yes
5066B-004	33	Blanken Ave	n/a	Residential	1932	Wood frame	Not historic	Yes
6248-002	6	Leland Avenue	Bank of America	Commercial	1939	Wood frame	Not historic	Yes
6249-002	21-29	Leland Avenue	Lee Chang International	Commercial	1946	Wood frame	Not historic	Yes
6248-008	26	Leland Avenue	Joe Leland Café	Commercial/Residential	1924	Wood frame	Not historic	Yes
6249-009	30	Leland Avenue	Sun Fat Restaurant	Commercial/Residential	1923	Wood frame	Not historic	Yes
6249-015	31-35	Leland Avenue	n/a	Commercial/Residential	c. 1905	Wood frame	Not historic	Yes
6248-010	34-36	Leland Avenue	n/a	Residential	1916	Wood frame	Not historic	Yes
6249-012/013/014	37-45	Leland Avenue	VV Library, etc.	Commercial	1933	Wood frame	Historic-individual	Yes
6248-011	38	Leland Avenue	Iglesia El Espiritu Santo	Religious	1957	Wood frame	Not historic	Yes
6248-012	44	Leland Avenue	Bay Wash	Commercial/Residential	c. 1915	Wood frame	Not historic	Yes
6248-013	46	Leland Avenue	Royal Pacific Mortgage	Commercial/Residential	1911	Wood frame	Not historic	Yes
6248-014	50	Leland Avenue	Nails By Jenny	Commercial/Residential	1913	Wood frame	Not historic	Yes
6250-001	51	Leland Avenue	Jay Vee	Commercial/Residential	1926	Wood frame	Not historic	Yes
6250-034	57-61	Leland Avenue	n/a	Commercial/Residential	c. 1900	Wood frame	Not historic	Yes

Appendix B: Survey Matrix of Evaluated Properties

APN	Number	Street	Name	Property Type	Year Built	Construction Type	Carey & Co. Rating	DPR Form?
6248-015	58	Leland Avenue	Casa Lopez Produce	Commercial	1941	Wood frame	Historic-individual	Yes
6248-016	60-62	Leland Avenue	May May Beauty Salon	Commercial	1976	Wood frame	Not historic	No
6250-035	65	Leland Avenue	La Loma Produce	Commercial	1950	Wood frame	Not historic	Yes
6248-017	66-68	Leland Avenue	Visitacion Valley Post Office	Government Building	1950	Masonry/Concrete	Not historic	Yes
6250-031	69-73	Leland Avenue	YG Restaurant	Commercial/Residential	1917	Wood frame	Not historic	Yes
6248-019	76-78	Leland Avenue	D & A Wireless	Commercial/Residential	1936	Wood frame	Not historic	Yes
6248-020	82	Leland Avenue	North East Medical Services	Commercial	1955	Masonry/Concrete	Not historic	Yes
6250-029	83	Leland Avenue	City Wash	Commercial	1947	Wood frame	Not historic	Yes
6248-021	88-90	Leland Avenue	n/a	Commercial/Residential	c. 1960	Wood frame	Not historic	Yes
6250-037	93-95	Leland Avenue	Casketonum, Inc.	Commercial/Residential	1908	Wood frame	Not historic	Yes
6248-022	96-98	Leland Avenue	Hernandez Taqueria & Bakery	Commercial/Residential	1940	Wood frame	Not historic	Yes
6247-002	100	Leland Avenue	Visitacion Valley Pharmacy	Commercial/Residential	1908	Wood frame	Not historic	Yes
6250-036	101	Leland Avenue	n/a	Residential	c. 1913	Wood frame	Not historic	Yes
6247-003	106-108	Leland Avenue	n/a	Commercial/Residential	1931	Wood frame	Not historic	Yes
6250-024	107	Leland Avenue	Sunflower Blues Café	Commercial	1900	Wood frame	Not historic	Yes
6247-004	110-112	Leland Avenue	Luen Fat Bakery and Restaurant	Commercial/Residential	1929	Wood frame	Not historic	Yes
6247-005	116	Leland Avenue	n/a	Residential	1904	Wood frame	Not historic	Yes
6250-023	117	Leland Avenue	n/a	Residential	1928	Wood frame	Not historic	Yes
6247-006	120	Leland Avenue	n/a	Residential	1987	Wood frame	Not historic	No
6250-022	121-125	Leland Avenue	n/a	Residential	1933	Wood frame	Not historic	Yes
6247-007	128-130	Leland Avenue	n/a	Commercial/Residential	1930	Wood frame	Not historic	Yes
6250-021	129-135	Leland Avenue	n/a	Residential	2002	Wood frame	Not historic	No
6247-008	134	Leland Avenue	n/a	Residential	1976	Wood frame	Not historic	No
6247-009	136	Leland Avenue	n/a	Residential	c. 1990	Wood frame	Not historic	No
6250-017/018/019/020	141	Leland Avenue	Catholic Charities of SF	Residential	c. 1970	Unknown	Not historic	No
6247-010	144	Leland Avenue	Dragon City Aquarium	Commercial/Residential	1950	Wood frame	Not historic	Yes
6251-001	151-153	Leland Avenue	Leland Ave. Drycleaning	Commercial	1985	Masonry/Concrete	Not historic	No
6247-013	156-158	Leland Avenue	n/a	Commercial/Residential	1945	Wood frame	Not historic	Yes
6251-023	159-161	Leland Avenue	n/a	V.V. Family and Comm. Services	1900	Wood frame	Not historic	Yes
6247-014	160-162	Leland Avenue	n/a	Commercial/Residential	1945	Wood frame	Not historic	Yes
6247-015	166-168	Leland Avenue	n/a	Commercial/Residential	1945	Wood frame	Not historic	Yes
6251-020	167-169	Leland Avenue	Two Jack's/Little Quiapo	Commercial	1986	Wood frame	Not historic	No
6247-016	170-172	Leland Avenue	n/a	Commercial/Residential	1945	Wood frame	Not historic	Yes
6251-019	175-177	Leland Avenue	n/a	Residential	1976	Wood frame	Not historic	No
6247-017	176	Leland Avenue	n/a	Residential	1922	Wood frame	Not historic	Yes
6247-018	180-182	Leland Avenue	n/a	Commercial/Residential	1927	Wood frame	Not historic	Yes
6247-019	182-184	Leland Avenue	n/a	Residential	1951	Wood frame	Not historic	Yes
6251-018	185	Leland Avenue	n/a	Residential	1900	Wood frame	Not historic	Yes
6247-042	186	Leland Avenue	Coin Wash & Dry Laundry	Commercial	1932	Wood frame	Not historic	Yes
6251-018	187	Leland Avenue	n/a	Residential	1900	Wood frame	Not historic	Yes
6251-017	191	Leland Avenue	n/a	Residential	1910	Wood frame	Historic-individual	Yes
6247-042	196	Leland Avenue	Cancun Taqueria	Commercial	c. 1900	Wood frame	Historic-individual	Yes
6247-042	198	Leland Avenue	G & L Bakery and Restaurant	Commercial	c. 1900	Wood frame	Historic-individual	Yes
6251-016	199v	Leland Avenue	n/a	Residential	c. 2006	Unknown	Not historic	No
6252-036	201	Leland Avenue	Super Fair Market Grocery	Commercial	1955	Wood frame	Not historic	Yes
5102-009	222	Tunnel Avenue	Southern Pacific Railroad-Building M	Industrial	c. 1964	Metal	Not historic	Yes
5102-009	222	Tunnel Avenue	Southern Pacific Railroad-Building N	Industrial	c. 1964	Metal	Not historic	Yes
5100-007	445-447	Visitacion Avenue	The Tower Inn, Babe's Bar	Commercial/Residential	1934	Wood frame	Historic-individual	Yes

*Note: Schlage Lock Factory-Building A was given a rating of 3 in the 1976 Architectural Survey.